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ABSTRACT

The "Evaluation and School Districts" project is designed to analyze educational evaluation at the local educational agency level to determine the extent to which district evaluation offices contribute to the renewal of public education. Results of a survey indicate that the existence of an evaluation office is partially a function of district size. Evaluation offices are usually in one of the typical lines of authority; are dominated by school district personnel rather than consultants; and are not exclusively in charge of formal assessment. Local districts provide the bulk of evaluation office funding, but it is a small percentage of their total budget. Most evaluation offices do not have adequate personnel resources. Student achievement is the dominant topic of data collection, and testing is the major method. Most evaluation offices administer testing programs. The average evaluation office spends 40 percent of its time on instructional clients and 60 percent with administrators. A directory of heads of evaluation offices (January 1979) is attached. (Author/CM)

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EVALUATION AND SCHOOL DISTRICTS

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December, 1978

U.S. DEPARTMENT OF EDUCATION
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CENTER FOR THE STUDY OF EVALUATION
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INDEX

	Page
Introduction	1
Summary	3
Methods	6
Survey	7
Fieldwork	14
Evaluation Report Methodology	18
Results	26
School District Characteristics	27
Organizational Characteristics	30
Evaluation Office Funding	48
Personnel	63
Functions	74
Data Collection Topics	76
Data Collection Methods	79
Summary-Data Topics and Methods	82
Evaluation Activities	83
Development Activities	93
Testing	95
Test Use	98
Evaluation Unit Relationships	102
Opinionnaire	112
Bibliography	117
Appendices	
A--Summary Statistics	141
B--Identification of Survey Population	152
C--Survey Packet	155
D--Non-Respondent Tables	168
E--Reliability Tables	180
F--Evaluation Report Results	185

TABLES

		Page
1.	Survey Population and Analysis Sample by Size of District	9
2.	Evaluation Report Respondents	22
3.	Reliability Coefficients: 2 raters, 30 reports	25
4.	Organizational Location of Evaluation Units by Size of District	37
5.	Organizational Reporting Relationships by District Size	39
6.	Adequacy of Evaluation Office Budget by District Size	61
7.	Percent of Heads of Evaluation with Doctorates or Evaluation Course Background by Academic Training	69
8.	Average Time Serving Superintendent/Board by Organizational Location	106

FIGURES

		Page
1.	Evaluation Standards for Written Evaluation Reports Form	20
2.	Amplified Definitions of Evaluation Standards for Written Evaluation Reports	24
3.	District Enrollment	29
4.	Year Evaluation Offices Were Established	34
5.	Who Evaluates Locally-Funded Programs	40
6.	Who Evaluates State/Federally-Funded Programs	41
7.	Evaluation Office Budget by District Enrollment	49
8.	Evaluation Office Budget Per Pupil	50
9.	Evaluation Office Budget Per Pupil by District Enrollment	51
10.	Evaluation Office Budget as Percent of School District Budget	53
11.	Evaluation Office Budget as Percent of School District Budget by Enrollment	54
12.	Sources of Evaluation Office Funding	56
13.	Average Evaluation Office Budget Sources	57
14.	Percent of Evaluation Office Budget to Activity	59
15.	Evaluation Office Head Salary	64
16.	Evaluation Office Head's Salary (upper) by District Enrollment	65
17.	Number of Professionals on Evaluation Office Staff	72
18.	Percent of Average Evaluation Office Time by School Level	75
19.	Evaluation Office Data Collection Activities	78
20.	Evaluation Office Methods of Data Collection	80

21.	Evaluation Office Evaluation Activities	85
22.	Evaluation Office Development Activities	94
23.	Administration of District-Wide Testing Programs	97
24.	Use of Test Results in School Districts	99
25.	Percent of Evaluation Office Time to Clients	103
26.	Client Use of Evaluation Products	107
27.	Participation of Evaluation Office in Other District Activities	109
28.	Methods of Increasing Evaluation Office Effectiveness	113
29.	Distribution of Total Conflict/Ambiguity Responses	116

INTRODUCTION

The "Evaluation and School Districts" project is designed to identify and analyze educational evaluation at the local educational agency (LEA) level in order to improve the practice and the theory of evaluation and to contribute to the renewal of American public education. To support these goals, the project's research is grounded in integrated fieldwork and survey activities, anticipating benefits in project design, data collection, and analysis.

One major question drives the project: To what extent are school district evaluation offices contributing to the renewal of public education? Previous Center work across a wide range of projects has revealed a major information gap in educational evaluation. We simply do not know precisely which school districts have centralized program evaluation units, what they are doing, or how evaluation processes and products are used by the "stakeholders" in public education. Because of the scarcity of data, the project analyses are exploratory, and at this stage basically descriptive.

Several lines of inquiry guide the project's activities: What are the activities of offices of evaluation? How are offices of evaluation organized? What are the characteristics of evaluation personnel? How are offices of evaluation financed? What characteristics of school districts affect evaluation offices? What resource constraints and requests are reported by heads of evaluation offices? Answers to these questions will provide information that is useful in a number of ways:

1. It will provide data essential to support NIE's mandate to build an effective education research and evaluation system.

2. It supports NIE's capacity-building program.

3. It will provide, for the first time, accurate demographic data about LEA evaluation units and generate some insights about the operation of these agencies.

4. It will provide school district evaluation professionals with an opportunity to develop a sense both of national identity and of the similarities and differences between their own procedures and problems and those of other evaluation units.

5. It will make possible the development of empirically-based strategies for providing technical assistance to school districts to improve their evaluation operations.

6. It will provide federal agencies and state departments of education (SEA) with the first accurate measure of LEA potentials for evaluation and help personnel shape appropriate programs of coordination and technical assistance.

7. It will identify methodological problems that limit the usefulness of educational assessment information.

This is a preliminary report. It is a first review of the survey responses, fieldwork, and evaluation reports. Survey results have been available for project interpretation for approximately three-and-one-half months. The results are the basis for future exploration and analysis, rather than a conclusive statement about school district evaluation. A meeting of experts to review this work will be sponsored by NIE in Spring, 1979. Their reactions and interpretations are expected to heavily influence the project's recommendations regarding technical assistance issues and further analyses. The project's final report describing school district evaluation offices will be available by June 1979.

SUMMARY

School District Characteristics

- Just 43% of districts enrolling 10,000+ have a central office responsible for program evaluation.
  - The existence of an evaluation office is partially a function of district size.
  - Almost all (89%) of the metropolitan districts, 59% of the large, and 33% of the medium districts have an evaluation unit.

Organizational Characteristics

- Formal school district evaluation is a relatively young and growing field in education.
  - 15% of existing evaluation offices were established before 1965.
  - Since 1970 the creation of these offices has accelerated, with 51% newly organized or reorganized from other units (testing, research) since then.
- Generally, evaluation offices are more likely to be in one of the typical lines of authority, rather than directly reporting to the Superintendent.
  - Thirty-seven percent of respondents report directly to the Superintendent, 44% report through one intermediary and 20% through two or more intermediaries.
  - Thirty-nine percent are located in instruction offices, leaving 61% located elsewhere. (Administration and support services, for example).
- While primarily responsible, central evaluation offices are not likely to be exclusively in charge of formal assessment.
  - Only 26% report doing all of the district evaluation of state/federal and local programs.
- Evaluation office activities are dominated by school district personnel rather than consultants.
  - Almost half of the units do not spend any money on consultants.

Funding

- School districts typically allocate a small percentage of their total budget to central evaluation offices.
  - Ninety-seven percent report budgets of 1% or less of the district budget.
  - Evaluation unit budgets range from $2,000 to $4,000,000, representing per pupil expenditures ranging from $.10 to $90.
  - Half of respondents report that their budgets are adequate.
- Local funds, rather than federal or state monies, dominate evaluation offices.
  - The modal office is entirely locally funded.
  - The profile of funding sources for the average office is: 65% local, 18% federal, 15% state, 1% other.
- The profile of expenditures for the average evaluation office is 41% evaluation, 27% testing (exclusive of research, development, evaluation) 14% development, 12% research and 6% other.

Personnel

- Two-thirds of respondents reported that their personnel resources are not adequate.
  - The single most important problem reported is too few staff.
  - Considerably less often reported is limited technical abilities.
  - Evaluation office heads reflect a range of formal education and experience backgrounds.

Functions

- Evaluation offices are involved in elementary, intermediate and secondary education.
- Approximately 75% agree that student achievement is the dominant topic of data collection.
- Approximately 75% agree that testing is their major method of data collection.
- Offices express little agreement on what constitutes basic evaluation practice or on the priority of various evaluation activities.
  - But offices tend to spend more time on summative rather than formative evaluation.

- Neither program nor evaluation costs receive much attention.

- Development activities emphasize evaluation instruments and tests rather than instructional programs or products.

- Most evaluation offices administer testing programs.

  - Seventy-one percent administer districtwide norm-referenced testing (CRT) programs.

  - Forty-eight percent administer districtwide criterion-referenced testing (CRT) programs.

  - Districts administering both CRT and NRT programs use them for the same purposes.

Evaluation Unit Relationships

- The average evaluation office spends approximately 40% of its time on instructional clients compared to 60% with administrators.

  - Generally, administrative rather than instructional personnel are perceived to be using evaluation unit data.

  - Evaluation offices typically do not take part in other administrative functions (personnel, collective bargaining, budget...)

Opinionnaire

- Heads of evaluation offices are more likely to identify additional staff, increased access to computer time and programs, and information about effective evaluation practices as likely to improve their effectiveness, rather than organizational changes, communications, staff development and improved instruments.

- With the exception of resource issues, most respondents de-emphasize the importance of ambiguity or conflict in their jobs, a perception generally not shared by others.

METHODS

Survey and fieldwork approaches and the analysis of evaluation reports are described in the following sections. The integration of methods have provided benefits in design, data collection and analysis. We have been guided by Sieber's thinking:

> A historical antagonism between the proponents of qualitative fieldwork and of survey research has prevented recognition of the benefits to be gained by employing both methods in the same study. Each method can be greatly strengthened by appealing to the unique qualities of the other.[1]

He suggests that exploratory interviews and observations can provide information useful in designing and fielding a survey; fieldwork can aid in interpreting or validating survey results. Surveys, in turn, can identify groups for more detailed further study.

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[1] Sam D. Sieber, "The Integration of Fieldwork and Survey Methods." American Journal of Sociology, Vol. 78 No. 6, 1973, pp. 1335-1359.

SURVEY METHODS

Data Sources

The questionnaire was designed by the project director to provide data on the major project issues.[2,3] It was reviewed at various stages by the following experts: Dr. Adrianne Bank, Associate Director, CSE; Dr. Larry Barber, Assistant Superintendent, Research, Development, and Evaluation, Eugene (Oregon) School District; Dr. Donald Burnes, NIE (Compensatory Education Study); Professor William Cooley, Learning Research and Development Center, University of Pittsburgh; Dr. Milton Goldberg, NIE (Advisor, School Systems Relations); Professor Egon Guba, Education Department, Indiana University; Dr. Michael Kean, Executive Director of Research and Evaluation, Philadelphia School District; Rolf Lehning, NIE (Dissemination and Resources); Professor John Meyer, Graduate School of Education, Stanford University; Mary Ann Millsap, NIE (Teaching and Learning); Professor James Popham, Graduate School of Education, UCLA.

The printed questionnaire includes thirty-seven questions, most of which are closed format requiring check marks or ranking (Appendix C). Response time was estimated to require an average of thirty minutes. Five documents were requested of survey recipients: district organization chart, evaluation unit organization chart, evaluation unit 1977-78 budget summary, list of 1976-77 evaluation unit publications, and a copy of a recent complete evaluation report. District enrollments (1977) were obtained from the Curriculum

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[2] Survey design was guided by several sources, particularly Berdie and Anderson (1974), Selltiz et al (1962), Moser and Kalton (1972), Babbie (1973).

[3] Survey question OPINIONNAIRE #3 includes items recommended by Professor O. Grusky (UCLA) from D. Rogers and J. Molnar, "Organizational Antecedents of Role Conflict and Ambiguity in Top-Level Administrators," Administrative Science Quarterly, 21:598-610 (1976), based on items originally developed by J. Rizzo, R. House, and S. Lirtzman, "Role Conflict and Ambiguity in Complex Organizations," Administrative Science Quarterly, 4:150-163 (1970).

Inquiry Center in Denver, Colorado.[4]

Survey Population and Response

The population for the survey is defined as public school districts in the United States having 10,000 or more students and an organizational unit with formal responsibility for program evaluation. To identify these districts, early in 1978 a postcard survey was sent to all districts meeting the enrollment criterion (see Appendix B); all of these 750 districts replied.[5] The 320 districts whose superintendents indicated the existence of a unit responsible for evaluation form the population for the questionnaire. No sampling was done; the survey was sent to the entire population.[6]

A total of 230 respondents from districts with 10,000 or more students returned questionnaires, yielding an overall 72% response rate. Several questionnaires were not included in the analyses because they arrived late or contained ambiguous responses. Table 1 shows the survey population and analysis sample by size of district.

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[4] Family income data for the districts have just been obtained from 1970 Fourth Count Census Data through the National Center for Educational Statistics. Although income levels have generally increased since 1970, experts suggest that the pattern of income levels among school districts are not likely to have changed drastically. The income data will act as an indicator of socio-economic status (SES) in future analyses.

[5] The enrollment criterion was included in the definition of the population because what few data exist suggest that the ability to support an evaluation unit is directly related to district size, with smaller districts unlikely to have such a unit. However, in order to update these old and scarce data, the project has defined a secondary respondent population: smaller districts (enrollment 5,000-9,999) with evaluation units. A 50% random sample of the 1146 smaller districts in the United States were contacted in the earlier postcard survey; the 69 districts indicating the existence of an evaluation unit form the small district population. Questionnaires were sent to all 69 small districts. The 36 small districts which returned questionnaires will be considered separately from the larger districts in later analyses.

[6] Sixteen additional districts received the survey but subsequently responded that they, in fact, did not have a centralized office with responsibility for evaluation.

Table 1

SURVEY POPULATION AND ANALYSIS SAMPLE
BY SIZE OF DISTRICT

SIZE	Districts in Population	Districts in Analysis
Metropolitan (45,000 or more)	73	60
Large (25,000-44,999)	61	51
Medium (10,000-24,999)	185	116
Total - 10,000 or more	319	227

Survey Procedures

An introductory letter explaining the project, a copy of the survey, and a postage-paid return envelope were sent directly to heads of evaluation units (by name) on April 7, 1978. (See Appendix C.) Because of the baseline nature of this project and the need for a high response rate, follow-up procedures were extensive. Beginning May 1, CSE personnel telephoned non-respondents to encourage completing the survey. One hundred questionnaires were remailed to respondents who reported either misplacing or not receiving the survey instrument. A second round of calls was made during the first week of June to evaluation unit heads still not responding.

The receipt of each completed questionnaire and document was recorded, and each questionnaire was checked to see that directions had been followed. For the most part, forced choice survey items were keypunched directly from the questionnaire with no intermediate coding process. Open-ended questions were examined by the project staff.

Project staff called respondents as necessary to clarify answers. In addition, calls were made to the district (superintendent's office or public information office) to request missing organization charts.

Missing Data

Relatively few survey questions were unanswered. Response frequencies (Appendix A)show the extent of missing cases for each survey item. Almost all evaluation heads could answer questions about their activities; a few found budget items and some of the district characteristic items more difficult. A district was excluded only from analyses which used

an item or set of items not answered by that district. No substitution of calculated item responses (e.g., mean, median) for missing responses was done in this preliminary analysis. Accordingly, there is a different "n" for each item, and percentages are always proportions of those respondents answering the question.

Validity and Reliability

The exploratory nature of the project and the survey instrument do not allow a formal statistical treatment of reliability and validity. However, care has been taken throughout project research, including the survey design, to maximize the accuracy, consistency, and generalizability of the results.

The questionnaire was constructed to minimize ambiguity. Practitioners, scholars, and project staff reviewed the instrument, considering issues, format, wording, and the range of responses specified for each closed-format item.

Because all districts with 10,000 or more students were sent surveys, sampling bias in the respondent population is not a consideration in the generalizability of results. Response bias is explored in the next section.

Project resources and respondent time did not allow a second administration of the questionnaire. Because the redundancy of items within the survey was minimized to reduce response time, the possibility of checking the internal consistency of answers was correspondingly reduced. Project staff analyzed four pairs of items where consistency of response would be expected; significant chi-squares support the conclusion that respondents typically answered consistently. (See Appendix E.)

Because few data about evaluation offices exist, verification of individual responses by comparison to data from other sources was not possible. Validation of responses as a group could be done only generally and for few variables. For example, budgets reported by metropolitan evaluation offices ranged from $34,000 to $4,000,000, about half that ($67,000 to $10,300,000) reported by Webster (1978) as total research and evaluation money expended by the districts. Data collection methods reported by survey respondents resembled methods used in actual evaluation reports. (See Appendix F.)

Survey analysis relies on the integrity of the respondents and assumes that they answer accurately within the constraints of knowledge and point of view. To maximize control over the frame of reference for response, the project requested that only the head of the evaluation unit respond.

Analysis*

The first stage of analysis involves the tabulation and display of responses to each survey item, providing a profile of school district evaluation units in the areas of inquiry: organization, financing, personnel, activities (testing, research, evaluation, development, data collection). The profile and fieldwork studies will provide a basis for reconsidering popular ideas about school district evaluation units. This analysis is designed to provoke more specific questions about interrelationships among evaluation unit characteristics and activities.

The descriptive results are presented in frequency tabulations, graphs, and contingency tables. Relationships between selected variables

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* Dr. J. Ward Keesling, Systems Development Corp., has consulted for the project on analysis issues.

are explored using various measures of association or correlation.

Non-Respondents

A telephone follow-up explored possible response bias in districts not returning the survey. A subset of survey items as well as some organizational questions were selected and simplified for telephone communications.

In distircts with enrollment of 10,000 or more, non-respondents represented 28% of the population. Project staff contacted a 25% stratified random sample (by district size) of these non-respondents. When several evaluation unit heads proved extremely difficult to reach, additional non-respondents were randomly selected by size. A total of 15 non-respondents answered questions by telephone.[7]

Questions for the non-respondent follow-up were selected on the basis of representativeness of the original questionnaire, likely areas of difference between the respondent and non-respondent populations, and probable availability of information. The following topics were covered: date unit established, organizational location, activities, funding sources, budget size, number and adequacy of staff, and use of data provided by evaluation unit.

Comparisons of non-respondents and respondents, using chi-square or t-test, showed no statistically significant differences (at $\alpha = .01$). The results of these comparisons are shown in Appendix D. The only apparent distinction between respondents and non-respondents was ability or willingness to respond when the survey was fielded.

[7] Six non-respondents in districts with fewer than 10,000 students were also contacted.

FIELDWORK

The project's fieldwork in school systems had three dimensions: week-long site visits to three school district evaluation offices, shorter observations of several other units, and three district field tests of the survey instrument.[8] The following summary of fieldwork emphasizes the three major sites.

Project fieldwork served several purposes: 1) formulating problems for investigation; 2) assisting in the construction of survey instruments; 3) identifying the points of view of heads of school district evaluation offices; 4) developing explanations for observed statistical relationships; and 5) discovering unanticipated phenomena.

In order to accomplish these purposes and support the project's objectives, no attempt was made to develop formal case studies of each of three field sites. Instead, the data gathered in the fieldwork were aggregated around the project's major questions regarding evaluation offices (organization, resources, functions, constraints...) and cumulatively from the site visits.

The field site visits differed somewhat in format and methodology as insights were gathered from these activities. The fieldwork team constantly moved back and forth between discovery and verification modes, consistent with the "wave" concept explicated by Guba. In the wave approach to naturalistic inquiry, the inquirer follows a mixed strategy involving both expansion and reduction methods. Initially, the investigator adopts an expansionist or discovery mode toward the object of study. After some time has passed

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[8] This section has been heavily influenced by three writers: San D. Sieber, "The Integration of Fieldwork and Survey Methods," American Journal of Sociology, 1973; William L. Speizman, "The Purposes of Exploratory Fieldwork," (unpublished document, n.d. mimeo); and Egon Guba, "Toward a Naturalistic Inquiry in Educational Evaluation, CSE Monograph Series in Evaluation, 1978.

in this mode and suppositions emerge, the researcher may then assume a reductionist or verification mode and attempt to formulate working hypotheses from the early suppositions. After some time in the verification mode, the inquirer may seek new information about the object of study and once again adopt an expansionist/discovery mode. In this way, observation cycles alternate between discovery and reduction as the object of study acquires successive layers of meaning.

Site Selection

Speizman has summarized the state of the art this way: the relationship between effective site selection criteria for generalizability and verification and effective site selection criteria for discovery-oriented research is still problematic and remains to be determined. Most often the literature regarding site selection describes very practical criteria.

Three school districts were identified as field sites. Selections were not random but reflected several factors:

- access - the unit agreed to cooperate with the research team in conducting the field site visit
- diversity of size - two districts were metropolitan school districts (45,000+enrollment); one enrolled between 10,000 and 24,000 students
- geographic diversity - East, Midwest, and West Coast
- unit client focus - units reported primarily serving either district administration and school board, or instructional personnel, or both.
- nationally recognized district evaluation heads

These field sites were not selected because they were typical, but because they provided access to sites that differed on significant characteristics

and because their evaluation unit leaders had given evidence of concern about organizing and operating evaluation offices. Importantly, the unit leaders welcomed our examination of their evaluation office activities and operations.

Fieldwork Team

The team consisted of three individuals: Dr. Catherine Lyon, Project Director (CSE); Pam McGranahan, doctoral candidate, UCLA Graduate School of Education; and Professor Richard Williams, Administrative and Policies Studies, UCLA Graduate School of Education.

The members of the research team were selected to reflect the training and experience necessary for understanding evaluation operations. Catherine Lyon's doctoral training was in educational planning and development. She has had several years' experience as a central office administrator in three school systems, and as a consultant to school districts, educational agencies, and foundations. Pam McGranahan has academic training in educational evaluation and experience in research and consulting in educational evaluation. Richard Williams did graduate work in school administration and has administrative experience at schools and universities.

Typically, theory is incorporated in sociological research at its outset and provides direction for its execution. In exploratory fieldwork, the situation is reversed. The team's backgrounds in evaluation, sociology and policy analysis allowed the empirical process to integrate a variety of available theories, conceptual frameworks and analytic concepts. As a result, there was continuous interaction between various theories and the data confronted at the research site.

Fieldwork Activities

We began the first field site visit by interviewing the evaluation unit head, staff members, school board members and central office staff. As the field site visit progressed, we followed leads that developed in initial interviews and document analysis. We used a similar approach in subsequent fieldwork with an expanded list of interviewees and clearer focus. In other words, the design emerged as we conducted the field site visits.

One reason for using a developmental/emergent approach is that school district evaluation is relatively uncharted. We did not want to unduly bias our work by overly planning and determining the on-site agendas. At the completion of the first visit, we coupled our learning with what was emerging from the initial field tests of survey questionnaire returns. On this basis, we identified seven questions around which the second site visit was planned. After finishing this work we refined and expanded the project's questions and revised the third district agenda.

Questionnaire development was significantly influenced by fieldwork experiences. An initial draft of the survey questionnaire was in progress during the field site visits, and its focus and design was improved by the fieldwork.

Site Visits. As a preliminary step we asked the evaluation unit director to complete a draft copy of the CSE Survey questionnaire and to provide key documents: budget, organizational chart, evaluation reports, resumes for key personnel. These items were examined prior to the site visit.

Interviewees differed somewhat from site to site but typically included the evaluation unit head, superintendent, directors of major district divisions (budget, instruction, personnel) and school board members selected by the superintendent.

In some instances individuals were re-interviewed to fill in information gaps or to check conflicting perceptions of events and operations. At each field site a final interview was held with the head of the evaluation unit to discuss and clarify general perceptions.

We made it clear to the interviewees that we were not judging or evaluating the unit but were instead seeking to understand its purpose and functioning, to examine its products, and to identify issues and concerns manifest at the field site. Again, during the site visit, we identified additional appropriate documents for examination, e.g., school board minutes, task force reports. Upon return to CSE, the evaluation reports were carefully examined for design and substance and compared with other fieldwork observations.

Wherever possible, on-going activities were observed. These included evaluation unit staff meetings and unit staff members' interactions with school district personnel. In an effort to place the evaluation unit activities in an organizational and political context, we also collected newspaper clippings and other public documents relating to the units' work.

During the course of each week-long site visit, the team met frequently to crosscheck each other's perceptions and to plan the remaining time. As scheduling allowed, each team member specialized in particular lines of inquiry. Lyon specialized in the community, political, and organizational contexts, joining McGranahan in examining the unit's evaluation activities; Williams explored the unit's interaction with other school district functions.

Upon return to CSE the research team transcribed their notes and exchanged these observations among themselves for comment.

At the conclusion of the first field site visit, more critical issues and questions were developed. These, with the project's several major questions, guided the remaining two visits.

Finally, the responses from the school districts were organized around the project's major questions, compared across districts, and synthesized. This resulted in the identification and analysis of significant issues that require additional research to maximize the effectiveness of these evaluation units.

EVALUATION REPORT METHODOLOGY

This part of the project examines a sample of evaluation reports for the presence of characteristics identified in the literature as important evaluation or reporting standards.

Development of the Evaluation Report Characteristics Form

No single existing set of standards seemed applicable to the specific purposes of this study. Few sets were developed to be applied exclusively to written evaluation reports; and most are extensive rather than focused on elements of primary concern. They are often worded at such a general level that their application requires considerable interpretation. Internally contradictory sets of standards are also a frequent problem. Many are presented without evidence of their utility in actual application.[9]

As a result, rather than using or modifying one set of standards, project staff identified and adapted criteria which appeared repeatedly. The goal was to determine as small a set of criteria as possible, covering a range of important elements in reporting an evaluation.

Review of the literature revealed two categories of evaluation standards: one group typically calling for the presence of particular evaluation elements; the other addressing adequacy of specific elements. This analysis focusses on describing the presence or absence of various aspects of program evaluations.

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[9] Standards reviewed included the following:

T.D. Cook, & C.L. Gruder (1978), E.G. Guba & D.L. Stufflebeam (1968), B. Johnson (1977), Joint Committee on Standards for Educational Evaluation (1977), J. Millman (1978), A.J. Morin (1970), Phi Delta Kappa National Study Committee on Evaluation (1971), J.R. Sanders & D.H. Nafzinger (1975), M.S. Scriven (1974), A.J. Stenner & W.J. Webster (1971), D.L. Stufflebeam (1974), B.R. Worthen & J.R. Sanders (1973).

Adequacy issues typically require a great deal of reviewer judgement; and the relevant literature does not provide much assistance in reducing subjectivity. Many standards require assessments of appropriateness, sufficiency, or utility without accompanying operational definitions.

With this descriptive focus selected, standards identified in the evaluation literature over the past eight years were compiled. Items were excluded if they related to information that would not be likely to be included in a written report, for example, timeliness of the report's release or objectivity of scoring and coding of information collected. Criteria listed by four or more sources were then worded so that each covered only one evaluation element and avoided judgments of adequacy.

These items were then reviewed by evaluation experts representing a variety of viewpoints, and revised on the basis of their responses. The reviewers were: Dr. Joe Felix (Director of Program Evaluation, Cincinnati Schools), Dr. Michael Kean (Director of Research and Evaluation, Philadelphia School District), Dr. Jeff Davies (Coordinator of Testing, Research and Evaluation, Ventura Unified Schools), Betty Johnson (Research Associate, CSE), Dr. William Theimer (Professor of Education, University of the Pacific, and former Director of Research and Evaluation, Philadelphia Schools), and Dr. Clinton Walker (Senior Research Staff, CSE). This revised set of fourteen standards was then applied by three raters to four actual evaluation reports, leading to a few further modifications and the final form (shown in Figure 1).

Figure 1

EVALUATION STANDARDS FOR WRITTEN EVALUATION REPORTS FORM

Report Number _____ Reviewer _____

TABLE 1: EVALUATION STANDARDS FOR WRITTEN EVALUATION REPORTS

		YES	NO/CAN'T TELL
1.	The program or product or other object under study in the evaluation is described so that its objectives are clear.		
2.	The program or product or other object under study in the evaluation is described so that the form of its actual implementation is clear.		
3.	The purposes of the evaluation are described; purposes may be stated in terms of the evaluation questions or objectives.		
4.	Audience(s) for the evaluation information are identified.		
5.	Participants in the educational program and the evaluation study, and how they were selected for participation, are described.		
6.	Data collection sources, such as tests, records, or observation forms, are identified.		
7.	The data collection sources are comprehensive enough to answer the evaluation questions.		
8.	The reliability of the data collection sources, and the validity of the data collection sources for the purposes intended is described.		
9.	Data analysis procedures are described or are evident (as in detailed tables).		
10.	Evaluation results are described or presented.		
11.	Conclusions or recommendations are drawn from the results.		
12.	The congruence of the conclusions with the information provided is described or evident.		
13.	The written presentation of whatever was done in the evaluation is clear (even if standards above were not met).		
	TOTAL		

A. More information about the OBJECT under study in the evaluation
____The object is not specifically named and described. The report consists of:
____test scores presented without reference to a particular program or curricular area with goals and activities associated with it
____other (specify_____)
____The object is a specifically named and described program, curricular area or product.
____The object is a research variable.

B. More information about DATA COLLECTION SOURCES
Check all that are named in the report.
____testing
____observation forms/checklists
____questionnaires/rating scales
____interviews
____existing records
____other (specify: _____)

Two items were added to provide additional information about the objects under study in an evaluation and the data collection sources named in the reports. (See Figure 1, Items A and B.) These items were not specifically identified in the evaluation standards literature, but were suggested by the trials of the report rating procedure.

The Study Sample

A total of 133 evaluation office heads submitted the requested evaluation report with their questionnaires; 116 of these reports were analyzed in the present study. Table 2 shows the distribution of 116 reports received and analyzed by category of district size.[10],[11] The Survey Methods section details the population and the procedures requesting the reports.

Procedures

The set of standards was applied to each evaluation report by the project staff member responsible for developing these criteria. In addition a second rater (a CSE evaluation specialist)rated a sample of the reports for determination of reliability following the procedures explained below.

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[10] Note that the analysis of evaluation reports includes "small" districts with enrollments less than 10,000, which are not included in the survey results.

[11] Project staff eliminated 17 of the 133 reports received. The specified purposes of these reports were such that only subsets of standards were appropriate, thus potentially biasing results downward in terms of numbers of standards met. Such reports included results of needs assessments, discussion of technical characteristics of a test, or reports of administrative procedures.

Table 2

EVALUATION REPORT RESPONDENTS

District student enrollment	# districts from which requests for evaluation reports were made	districts sending reports which could be rated as evaluation reports	
		#	%
Under 10,000	68	12	17
10,000 - 24,999	186	47	25
25,000 - 44,999	61	23	38
Over 45,000	73	34	47
TOTAL	388	116	30

Reliability

Before the reports were examined, project staff devised a procedure to determine the degree to which each of the identified characteristics or standards could be applied consistently. Reports were stratified by the size of the district; 30% of the reports were then randomly selected from each size category. Five percent were used for rater training and practice and 25% were used to determine inter-rater reliability.

Training consisted of discussions of the evaluation report characteristics form, practice applications of the form to reports with discussions after the completion of each form, and the development of a set of amplified or operational definitions of many of the characteristics. Figure 2 lists the amplified definitions. The remainder of the reliability sample reports were rated by each rater.

Inter-rater reliability (alpha) coefficients were computed for each standard on which the thirty reports were rated; these coefficients, shown in Table 3, ranged from .80 to 1.00.

Analysis

The analysis continues the project's exploration of "what do evaluation offices do" by presenting descriptive data, primarily percentages of reports which meet each of the developed criteria. Future analysis will include the application by at least two evaluation experts of the set of standards to an additional four reports from a sample of respondents; this will allow consideration of consistency of evaluation office products and further attention to rater reliability.

Figure 2

AMPLIFIED DEFINITIONS OF EVALUATION STANDARDS FOR WRITTEN EVALUATION REPORTS

1. The program or product or other object under study in the evaluation is described so that its objectives are clear. In multiple programs, a majority of the programs or program components have objectives described.

2. The program or product or other object under study in the evaluation is described so that the form of its actual implementation is clear. Data of some kind must be presented. In complex programs, a majority of the program implementation is described.

3. The purposes of the evaluation are described; purposes may be stated in terms of the evaluation questions or objectives. An inadequate purpose is to evaluate student performance in a curricular area. An adequate purpose is to use performance or test scores for something, such as to inform a decision.

4. Audience(s) for the evaluation information are identified.

5. Participants in the educational program and the evaluation study, and how they were selected for participation, are described.

6. Data collection sources, such as tests, records, or observation forms, are identified.

7. The data collection sources are comprehensive enough to answer the evaluation questions. There is at least one data source which will answer each evaluation question or objective.

8. The reliability of at least some of the data collection sources, and the validity of the data collection sources for the purposes intended is described, discussed, or addressed.

9. Data analysis procedures are described or are evident (as in detailed tables).

10. Evaluation results are described or presented.

11. Conclusions or recommendations are drawn from the results. Conclusions cannot be implied, but must be stated. Conclusions extend beyond the results, generalize from the results, and do not just summarize or reiterate results.

12. The congruence of the conclusions with the information provided is described or evident. Conclusions are consistent with the information provided, and do not jump beyond the data.

13. The written presentation of whatever was done in the evaluation is clear (even if standards above were not met). A clear presentation means that the report is easy to understand; it does not have to be dug into; it does not have to be reread several times in order to rate the above standards.

Table 3

RELIABILITY COEFFICIENTS: 2 raters, 30 reports

		ALPHA
1.	The program or product or other object under study in the evaluation is described so that its objectives are clear.	.89
2.	The program or product or other object under study in the evaluation is described so that the form of its actual implementation is clear.	.92
3.	The purposes of the evaluation are described; purposes may be stated in terms of the evaluation questions or objectives.	.97
4.	Audience(s) for the evaluation information are identified.	.92
5.	Participants in the educational program and the evaluation study, and how they were selected for participation, are described.	.92
6.	Data collection sources, such as tests, records, or observation forms, are identified.	.88
7.	The data collection sources are comprehensive enough to answer the evaluation questions.	.85
8.	The reliability of the data collection sources, and the validity of the data collection sources for the purposes intended is described.	.94
9.	Data analysis procedures are described or are evident (as in detailed tables).	1.00
10.	Evaluation results are described or presented.	1.00
11.	Conclusions or recommendations are drawn from the results.	.85
12.	The congruence of the conclusions with the information provided is described or evident.	.95
13.	The written presentation of whatever was done in the evaluation is clear (even if standards above were not met).	.80

A. More information about the OBJECT under study in the evaluation

ALPHA:
- ____ The object is not specifically named and described. The report consists of:
  - .91 test scores presented without reference to a particular program or curricular area with goals and activities associated with it
  - .85 other (specify _____)
- .93 The object is a specifically named and described program, curricular area or product.
- * The object is a research variable.

B. More information about DATA COLLECTION SOURCES
Check all that are named in the report.

ALPHA:
- 1.00 testing
- 1.00 observation forms/checklists
- .93 questionnaires/rating scales
- 1.00 interviews
- .91 existing records
- .92 other (specify: _____)

* never selected

RESULTS*

Results are organized around the issues driving the project. Discussion of relevant literature is included wherever appropriate to provide a context for considering survey data, fieldwork observations and evaluation report results. Unless otherwise specified, numbers (percentages, graphs) in this section refer to survey results; a more detailed summary of survey response frequencies appears in Appendix A. In addition, Appendix F is a summary of evaluation report analyses.

* Dr. William Theimer, Professor of Education, University of the Pacific, Stockton, California, (former director of Research and Evaluation, School District of Philadelphia) has reviewed survey results with project staff.

SCHOOL DISTRICT CHARACTERISTICS

One of the project's purposes is to provide, for the first time, accurate demographic data about LEA evaluation units. This has involved a two-stage process: locating districts with evaluation offices and surveying these organizations.

In January, 1978 a postcard survey was fielded to identify school districts with central offices having formal responsibility for program evaluation. Introductory letters explaining the study were sent to all school districts (n=750) in the United States with enrollments of 10,000 or more. Although a small proportion of total school systems, districts in this size category enroll approximately half of the 44 million public school youth in the United States.[12,13] Superintendents were asked to return a three-question postcard, indicating whether their districts have a centralized evaluation office. Data were collected from all 750 districts, showing that 319 districts have evaluation offices: 73 in metropolitan districts (enrollment 45,000 or more); 61 in large districts (25,000 - 44,999); 185 in medium districts (10,000 - 24,999).[14,15]

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[12] According to 1976-77 HEW reports, there are approximately 15,000 public school districts in the United States; most are small systems with fewer than 5,000 students.

[13] Additionally, letters were sent to a 50% sample (573) of districts with 5,000-9,999 students. This group was included largely to test the popular idea that districts below 10,000 enrollment were unlikely to have evaluation offices. Eighty-one percent of these small systems responded. Sixty-eight districts indicated that they have an evaluation office and were sent a survey; these data are not analyzed here.

[14] Similar size categories are often used by HEW.

[15] Note that there are five metropolitan and 35 large districts reporting never having had an evaluation unit. And, 38 districts report having one in the past. Further study of both categories will be pursued in 1979 for information about institutionalization issues and alternatives for meeting federal/state evaluation requirements.

Not surprisingly, the existence of an evaluation office is partially a function of district size. Almost all (89%) of the metropolitan districts, 59% of the large, and 33% of the medium districts have an evaluation unit. While approximately 85% of all public school districts receive Title I funds requiring program evaluations, overall, just 43% of districts enrolling 10,000+ have a central office responsible for these functions.

School systems with centralized evaluation offices form the population for the "Survey of Public School District Evaluation Units," fielded from April through June 1978.[16] Survey response was high (72%); results are reported for the 116 medium, 51 large, and 60 metropolitan districts returning usable questionnaires. Figure 3 shows the respondent distribution by district enrollment.

The 227 respondents represent a good cross-section of districts in the United States. They are located in 43 states, with budgets between $9 million and $2.7 billion. The respondent districts range from 0-98% Black, 0-10% American Indian, 0-20% Asian, 0-94% Hispanic, and 0-100% White (non-Hispanic). The "average" respondent district is 19% Black, 1% American Indian, 1% Asian, 9% Hispanic, and 70% White.[17] In terms of student reading achievement, respondent districts on the average have 23%, 27%, 26%, and 22% of their students in the top, third, second, and bottom quartiles, respectively. These districts report 0% to 90% of their students eligible for the free-lunch program, with an average qualification of 26%.

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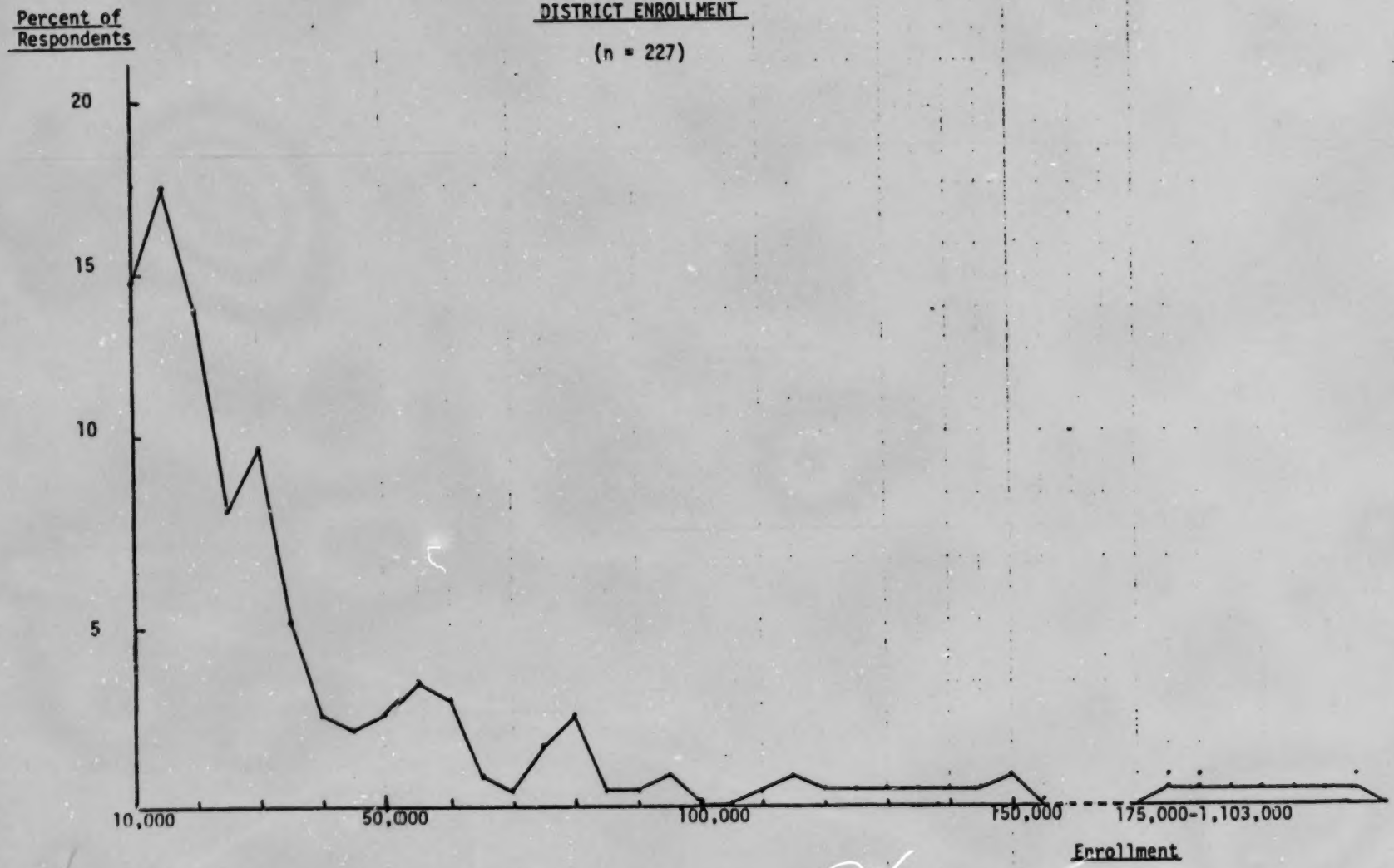
[16] Federal and state forms clearance procedures required one month's preparation and three months' participation (December 1977 through March 1978).

[17] These figures indicate a slightly larger proportion of minority students than national figures (Black 15%, Indian 1%, Asian 1%, Hispanic 5%, and White 78%) reported in the Directory of Public Elementary and Secondary Schools in Selected Districts, Office for Civil Rights, Washington, D.C., 1972.

Figure 3
DISTRICT ENROLLMENT

(n = 227)



ORGANIZATIONAL CHARACTERISTICS

In the literature concerning the organization of schooling there is virtually no discussion of program evaluation's role in educational institutions. Certainly during the 1960's there was a flurry of publications discussing decentralization, concerned with responsiveness of school systems to consumers. But there is a dearth of empirical data about the generation and use of evaluation information. Even the recent emphasis on the "politics" or "utilization" of evaluation is eclipsed by the field's traditional concern with measurement and models rather than with those organizational features influencing the use of evaluation.

The two major "schools" of evaluation have paid little attention to the role of contextual factors in evaluation activities. Ralpn Tyler's earliest ideas about improving education through appraisal assumed the traditional school-based approach to curriculum development and evaluation.[18] The "decisionmaking" school of evaluation de-emphasizes issues such as the structural location of evaluation offices in school districts. Stufflebeam has acknowledged these shortcomings:

> Anyone who searches these chapters for help in setting up his own evaluation unit will find only a few rules of thumb, some incomplete case descriptions that illustrate more the fact that units can be established than how to go about doing it, and a few exhortations.[19]

The scant attention to organizational issues reflects a preference that evaluators advise rather than make decisions, a point of view that looks from evaluation to the institutional context, rather than the

[18] Ralph W. Tyler, Basic Principles of Curriculum and Instruction, 1949.
[19] Daniel L. Stufflebeam, et al, Educational Evaluation and Decision Making, 1971.

reverse. A more useful background for examining the context of district evaluation offices is provided by some of the recent challenges to organizational theory.

Among other sociologists, John Meyer argues that traditional organizational theories have limited use for explaining school systems. He believes that the processes driving these organizations are institutional rather than technical.[20] Meyer's model of educational organizations is developed around two central ideas. First, school organizational structures reflect institutional rules of education (defining roles and programs as rational or legitimate, for example, teacher-pupil selection, categorization). Second, these organizational structures are decoupled from the technical work of education (instruction). In such a structure, it is less important to coordinate teaching and learning activities than it is to conform to institutional rules. Organizations designed to connect with technical activities (factories) closely manage their technical operations. Organizations connecting with institutional processes (school systems) can be expected to de-emphasize technical activity (instruction), and to define education as a standardized set of categories (codes of student behavior).

To test these propositions, Meyer and his colleagues at Stanford surveyed a sample of teachers, principals, and superintendents in Bay Area elementary schools.[21] Our survey followed up the Stanford work with a similar question about the extent to which districts have

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[20] John Meyer, "Research on School and District Organization," paper presented at the Sociology od Education Conference, San Diego, April 1977.
John Meyer and Brian Rowan, "Notes on the Structure of Educational Organizations," in "Studies on Environment and Organization," 1977.
John Meyer and Brian Rowan, "Institutionalized Organizations, Formal Structure as Myth and Ceremony," March 1977.

[21] Elizabeth G. Cohen, Terrence E. Deal, John W. Meyer, and W. Richard Scott, "Organization and Instruction in Elementary Schools," Technical Report No. 50, Stanford Center for Research and Development in Teaching, 1976.

policies guiding their instructional and administrative activities. Data from both surveys suggest that board policies emphasize student behavior, not instructional issues.

The Stanford work disclosed that "Two of the areas in which respondents report the existence of the lowest levels of organizational policy are the 'type of curricular materials to be used' and the 'instructional methods or techniques teachers use'." The superintendent, principals, and teachers responding to the Stanford Survey were more apt to report detailed policies regarding various aspects of student behavior.[22] In the CSE survey, fewer than 20% of evaluation office heads report detailed policy in instructional areas: 3% report detailed policy regarding teachers' instructional methods, and 19% in type of curricular materials to be used. Student conduct, on the other hand, is perceived as the major area of detailed board policy, with 44% of evaluation office heads reporting detailed district policy on behavior in classrooms,and 48% reporting policy on school grounds.

Meyer's work questions the traditional model of organizations and its assertion that units interact to pursue instructional objectives. Both the Stanford and CSE data suggest that school systems are organizations only loosely tied to systemwide goals, particularly instruction. As a result, one of the propositions to be explored is that evaluation offices are not greatly involved in managing educational activities. What is the role of these units in school districts?

"Hyperrationalization," a term coined by Arthur Wise, refers to the extensive proceduralization of education. This approach has been perceived as an antidote to loose coupling; but, writes Wise, "we should

[22] John Meyer, op cit, p. 16.

not expect such strategies to either improve the fit between elements of the school system or to maximize achievement.[23]

Are school district evaluation offices vehicles for the proceduralization of education? Do their activities emphasize classification or the (instructional) process of education? Do evaluation offices bring together the schools and the central office? Are they are likely to have school personnel and administrators as clients? These are some of the issues and themes to be considered in discussing project data.

Because we agree with Tyler's long commitment to "assessment for education rather than sorting,"[24] the current relationship of evaluation offices to instruction will be examined. While it is generally perceived that program evaluation is weakly connected to educational change and improvement, one purpose of this exploration is to identify the obstacles and resources relevant to meeting these objectives.

Year of Establishment

Formal school district evaluation is a relatively young and growing field in education. We asked respondents, "When was the district's first evaluation unit established?" Not surprisingly, only 15% reported an office existing before 1965.[25] Figure 4 shows a slight

23 Arthur Wise, "The Hyper-Rationalization of American Education," New York University Education Quarterly, 1977; "Why Educational Policies Often Fail: The Hyper-Rationalization Hypotheses," Curriculum Studies, 1977; and "Minimal Competency Testing: Another Case of Hyper-rationalization," Phi Delta Kappan, April 1978.

24 Ralph W. Tyler, "Fifty Years of Theory and Practice," School Policy, 1977.

25 Comparative analysis of pre and post 1965 offices will be pursued in 1979. Historically, metropolitan school systems had research-efficiency bureaus. Between 1920 and 1965 study after study documented their typical activities of testing, recordkeeping, time and motion surveys, special studies of salaries, budgets, class size, and staff. (See Pamela McGrahanan, "Implications of Client Demands for R&E Activities," presented at a symposium, "School District Clients for Research and Evaluation: Who Are They and What Do They Want?" at the Annual AERA Conference, 1978.)

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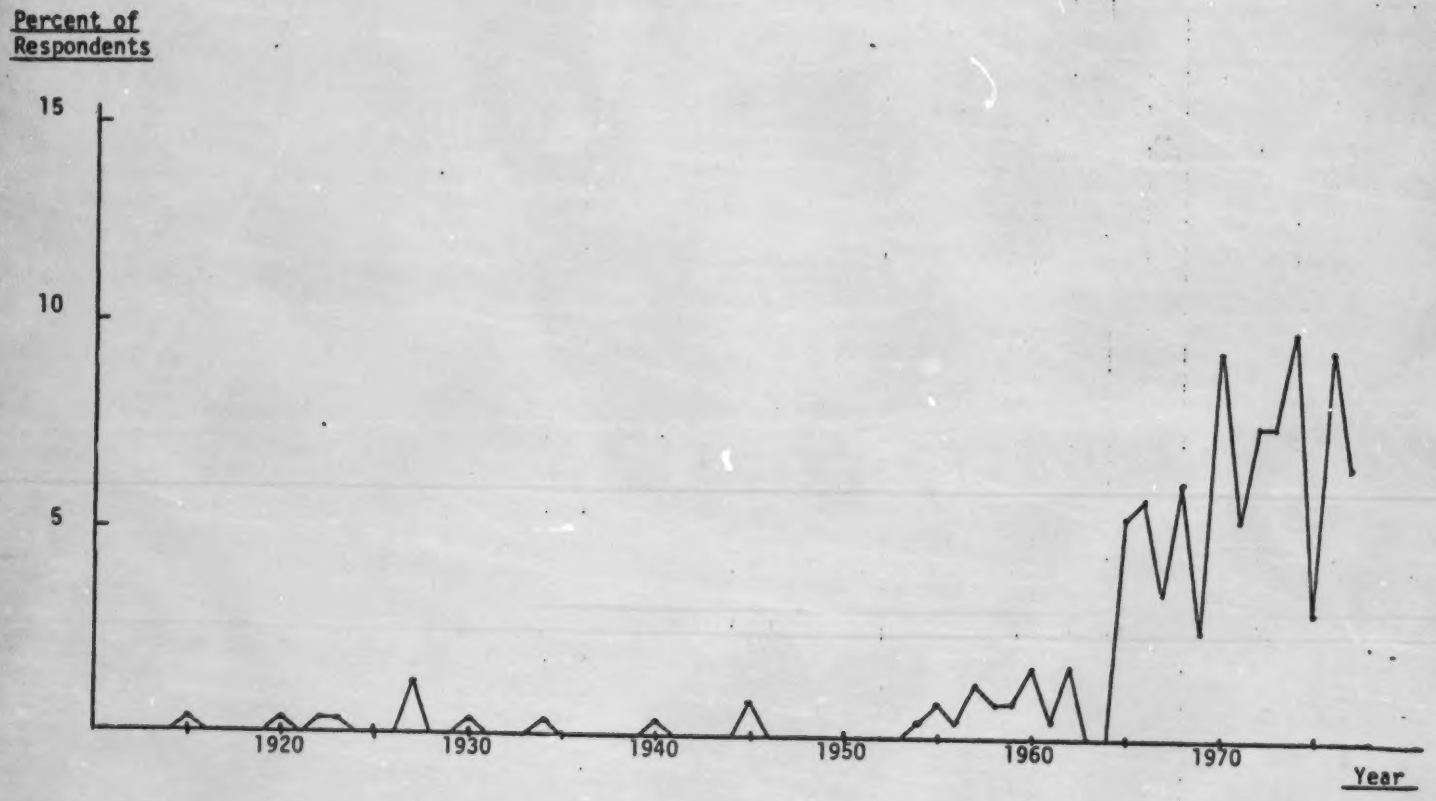
Figure 4

YEAR EVALUATION OFFICES WERE ESTABLISHED

(n = 218)



spurt in the establishment of evaluation offices following both Sputnik (1957) and the Supreme Court's early public education-civil rights decision (Brown v. Board of Education, 1954); but the major growth period began in 1965. Since 1970 the creation of these offices has accelerated, with 51% newly organized or reorganized from other units (testing, research) since then. This organizational activity parallels increased federal support for education.

We also asked, "Was the district's first evaluation unit established in direct response to federal/state evaluation requirements?" Seventy-two percent of the respondents answered "No," an answer we had not expected. But, with the hindsight typical of survey research, the response may suggest that evaluation heads read the question narrowly and answered "No" to reflect a local decision to organize an evaluation unit responsible for meeting evaluation requirements from various funding agencies. Compared to other school district offices and functions, evaluation offices are newcomers.

Organizational Location

Is the central evaluation office likely to be a highly placed, visible operation in school districts? Some answers to this question were generated by analyzing district organization charts. Seventy-two percent of the districts with enrollments greater than 10,000 completed the "Survey of Public School District Evaluation Units"; and 78% (n=178) of these respondents enclosed a district organization chart.

Thirty-seven percent of the respondents' charts show the evaluation unit reporting directly to the superintendent, while 44% show the evaluation unit reporting through one intermediary and 20% through two or more intermediaries. Generally, evaluation offices are more likely to be in one of the typical lines of authority (Instruction, Administration, Support Services) rather than directly reporting to the Superintendent. Further, the larger

the school system, the more likely the evaluation office will not enjoy a high organizational profile. Table 4 shows a smaller proportion of units reporting directly to the superintendent in metropolitan districts (25%) than in medium (40%) or large (45%) systems. Table 4 also shows a larger proportion of evaluation offices in metropolitan districts (37%) with two or more intermediaries, as compared to 13% of the medium or large systems. But is is important to note that all three types of organizational structure are represented in each enrollment category.

This analysis says that evaluation offices generally do not enjoy a high organizational profile in school systems, and this trend is accentuated as district size increases. These results suggest also that organizational size and complexity may have more effect on the reporting and locational relationships of evaluation units than other considerations, including office functions and "autonomy."

Our next line of inquiry was to determine which major district functions an evaluation office is likely to be associated with. We have classified evaluation offices from district organization charts according to the unit's location within the Instructional, Administrative, and Support Services operations.[26] Thirty-eight percent of the responding evaluation units are located in Instruction, 19% in Administration, 11% in other Support Services and 32% are "neutral." Given our commitment to evaluation directly supporting instruction, these figures become more striking in summary: 62% of evaluation units are <u>not</u> located in the Instructional line.

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[26] Many evaluation units reporting directly to the superintendent could not be classified as Instruction, Administration, or Support Services and thus were classified as "neutral." For example, units including the words research and/or evaluation reporting directly to the superintendent were classified as neutral, but a unit with a name such as "Office of Planning, Management and Budget" would be classified as administration even if it reported directly to the superintendent.

Table 4

ORGANIZATIONAL LOCATION OF EVALUATION UNITS BY SIZE OF DISTRICT

Distance from Supt	Size of District: Medium 10-24,999	Large 25-44,999	Metropolitan 45,000 +	Row Total
Direct	35 [a]	17	13	65
	53.8 [b]	26.2	20.0	36.5
	39.8 [c]	44.7	25.0	
	19.7 [d]	9.6	7.3	
One Intermediary	42	16	20	78
	53.8	20.5	25.6	43.8
	47.7	42.1	38.5	
	23.6	9.0	11.2	
Two or More Intermediaries	11	5	19	35
	31.4	14.3	54.3	19.7
	12.5	13.2	36.5	
	6.2	2.8	10.7	
Column Total	88	38	52	178
	49.4	21.3	29.2	100.0

$\chi^2_4 = 14.17^*$

---

a Count (number of respondents): for example, there are 35 units which report directly to the superintendent and are in medium districts.

b Row percent: for example, 53.8% of the units reporting directly to the superintendent are in medium districts (35/65=53.8%)

c Column percent: for example, 39.8% of units in medium district report directly to superintendent (35/88=39.8%)

d Total percent: for example, 19.7% of the total 178 respondents report directly to superintendent and are in medium districts (35/178=19.7%)

* significant at α=.01

Further, this propensity is heightened as school district enrollment increases. The size of the district is slightly inversely related to the chances of location in instruction, with 49% of the medium districts, 34% of the large, and 23% of the metropolitan systems having evaluation units reporting through instruction (see Table 5). Again, note the variety of locations for districts in each size category.

Organizational Responsibilities

In order to get some idea of the scope of responsibility evaluation offices have for formal evaluation activities in school districts, the heads of these units were asked, "Who evaluates the district's federal, state, and locally-funded programs?"

Where central evaluation offices exist, they are not likely to be exclusively responsible for formal assessment. Only 26% of the units report doing all of the evaluation for the district of both state/federal and local programs.[27] Thirty-two percent of the evaluation offices have exclusive responsibility for state/federal evaluation and 58% have singular responsibility for evaluating locally-funded programs (see Figures 5 and 6).[28]

This shared authority, however, should not be read to mean that the office of evaluation does not have both a primary and a wider scope of responsibility for formal evaluation in the district. Our analysis of available organization charts for school districts surfaced only seven districts having a second unit with "Evaluation" in its name. This suggests

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[27] This 26% does not show in Figures 5, 6, but represents the portion of the 32% (of the respondents with exclusive responsibility for state/federal program evaluation) and the 58% (of the respondents with exclusive responsibility for local programs) which overlap.

[28] In 1979 some analysis will be done comparing units which have exclusive evaluation responsibility with those sharing responsibilities with other offices or personnel.

Table 5

ORGANIZATIONAL REPORTING RELATIONSHIPS
BY DISTRICT SIZE

Reporting Relationships	District Size: Medium 10,000-24,999	Large 25,000-44,999	Metropolitan 45,000 or more	Row Total
Instruction	42[a]	13	10	65
	64.6[b]	20.0	15.4	38.7
	48.8[c]	34.2	22.7	
	25.0[d]	7.7	6.0	
Non-instruction	44	25	34	103
	42.7	24.3	33.0	61.3
	51.2	65.8	77.3	
	26.2	14.9	20.2	
Column Total	86	38	44	168
	51.2	22.6	26.2	100.0

$x^2_2 = 8.78$ *

[a] Count
[b] Row percent
[c] Column percent
[d] Total percent
For more detailed explanation of how to read tables, see Table 4 page 37.

* significant at $\alpha = .01$

Figure 5

WHO EVALUATES LOCALLY-FUNDED PROGRAMS

(n = 210)

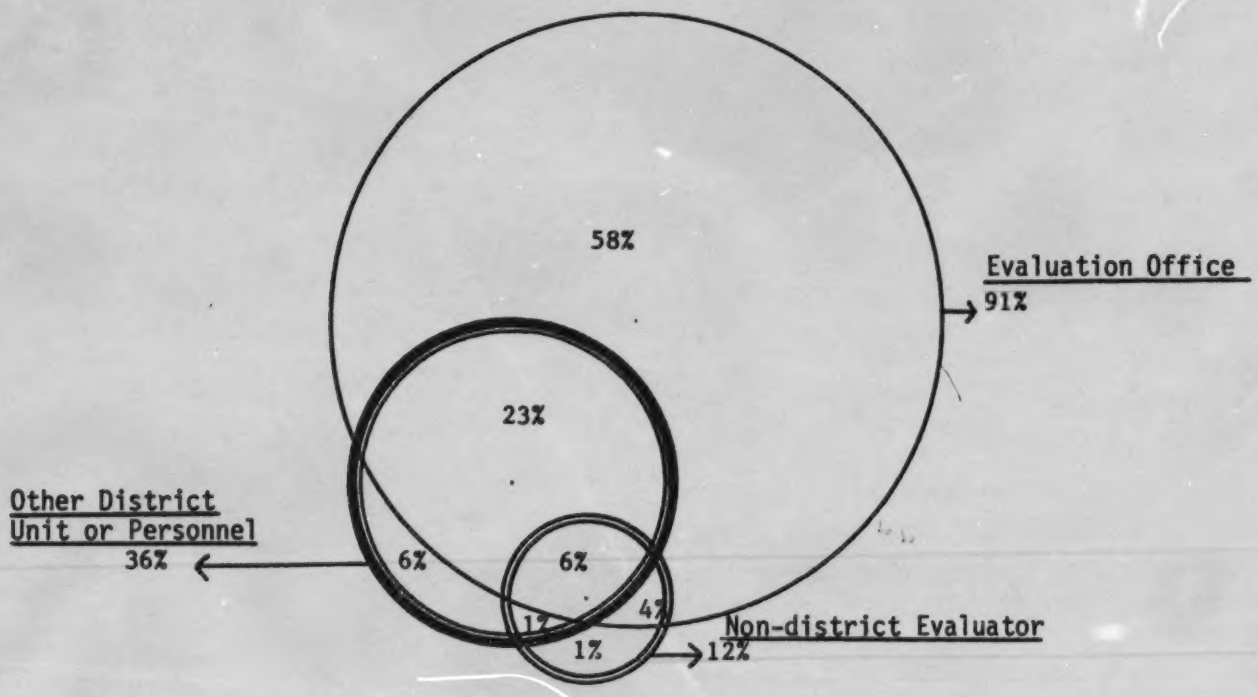
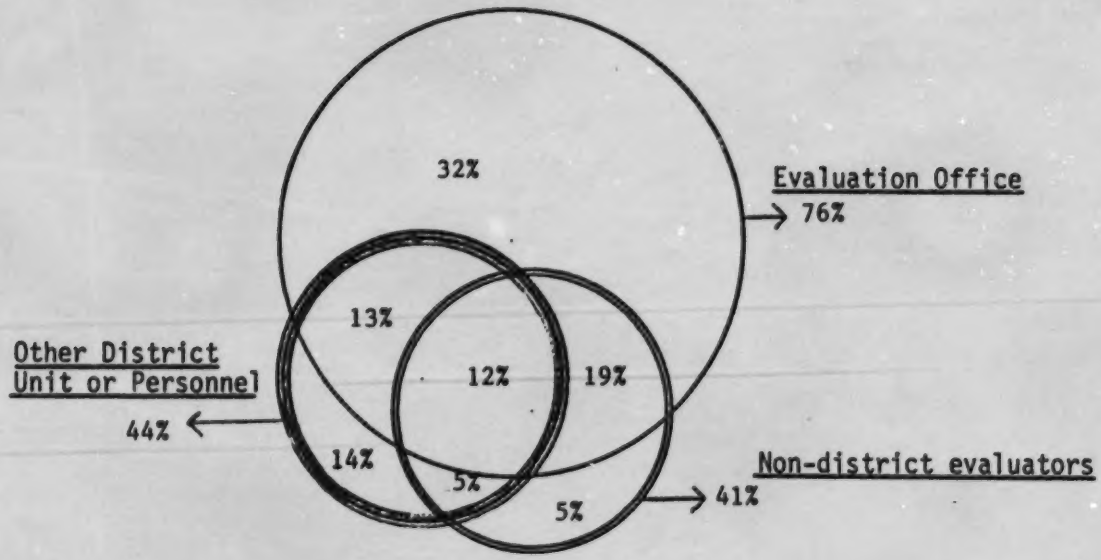


Figure 6
WHO EVALUATES STATE/FEDERALLY FUNDED PROGRAMS

(n = 223)



either that other district evaluation activities are located in a unit whose title does not reflect evaluation as a major function, or that other evaluation activities are relatively informal. Our fieldwork confirms that central offices of evaluation have the primary organizational responsibility for formal program evaluation.

Seventy-six percent of the respondents assess state/federal programs and 91% evaluate locally-funded programs (either using evaluation office staff exclusively or in conjunction with others). These figures indicate that some centralized evaluation units do not evaluate one or both types of programs. That is, 24% do not evaluate state/federal programs and 9% do not assess locally-funded programs.

"Other district units or personnel" are slightly more likely to evaluate state/federal programs (44% of the districts) than locally-funded programs (36% of the districts). This pattern continues in the use of "non-district evaluators". Districts are much more likely to hire consultants in state/federal program evaluation (41%) than in locally-funded programs (12%).

Use of Consultants

Evaluation office activities are, however, dominated by school district personnel. Almost half (49% or 103) of the units do not spend any money on consultants. Of those districts employing advisors, the amount of the total evaluation unit budget so allocated ranges from less than 1% to 80%, with an average of 6%. Seventeen districts spend more than 10% of their evaluation unit budgets on consultants. Only two evaluation offices spend 50% or more of the budget this way.

Note that these data reflect only the evaluation offices' budget for non-district evaluators, not monies spent by "other district unit or personnel" involved in assessing the district's federal, state, or local programs. Consequently, our data probably underestimate the importance of consultants to LEA evaluation activities. However, the survey results show that the office formally responsible for evaluation typically does not rely on external advisors. School district evaluation offices have elected to rely on internal resources.

Project field experiences in school districts and evaluation offices indicate that consultants, while typically not responsible for a large proportion of a single evaluation unit's activities, are hired very selectively to do important work. Consultants are brought in when there is a major program decision to be made and increased credibility is politically or substantively necessary. Perhaps consultants are more likely to be hired when there is organizational conflict. Consultant participation may also vary by source of program funding.[29]

Our fieldwork observed a widespread reluctance of evaluators to make program suggestions or recommendations, at least in written reports. Unlike what could be interpreted from the unbroken lines in most formal organization charts, offices of evaluation rarely have line authority. Perhaps the reluctance to offer recommendations reflects a variety of assessments, including a weak staff function that is not reporting to a highly visible backer. The importance of verbal, rather than written, evaluations was also underlined in fieldwork activities. Some teacher union contracts provide that classroom observations must be pre-arranged

[29] Possible lines of future inquiry regarding consultants include the following: What do school district evaluation offices hire consultants to do? Whom do they hire? What advice to they provide?

and that written assessments become part of the teacher's file. If the teacher disagrees with the comments, then these observations can become grounds for a formal grievance.

Is the Location of Evaluation Operations an Issue for School Districts?

Too long ago for progress since, the distinguished sociologist Karl Mannheim recognized the importance of going beyond "...rationalized forms of organization with their completely standardized behavior..." towards the "...deliberate rebuilding of human groups of more elastic organizations..."[30] More recently, Sieber brilliantly summarized the misunderstandings associated with popular approaches to educational reform.[31] Many change strategists, while advocating enhanced local capacities for problem solving, have recommended additional administrative arrangements consistent with the bureaucratic perspective. To Sieber, "dispersed organization" is much more promising,

> Conceivably, what is required is an arrangement so flexible in adapting to needs and to individuals that it is virtually invisible--which means an arrangement based not on concern for coordination, structured participation, long-range sequences of action, or accountability, but on personal, case-by-case adaptation to the needs expressed by individual clients.[32]

How could the calls for more elastic, more dispersed organizations apply to improving the organizational context for school district evaluation? After studying federal evaluation practices, Wholey found that evaluation responsibilities were frequently placed at organizational levels inappropriate to the decisions they were designed to assist.

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[30] Karl Mannheim, Man and Society in an Age of Reconstruction, 1940, p. 244, and particularly Part V, "Planning for Freedom".
[31] Sam D. Sieber, "The Organizational Dilemma of Educational Change Models: Towards a Solution," Interchange, 1976-77.
[32] Op cit, p. 42.

Specifically:

> Major responsibilities for evaluation projects and alternative strategies within the program should rest with operating bureau chiefs and program managers, but responsibility for evaluating the worth of an entire program should be placed above the program level.[33]

While survey data show the central evaluation office sharing evaluation responsibilities with other school district units or personnel, project fieldwork indicates both that this sharing is within the central office only and that it is not typically divided along program and project evaluation responsibilities. Merging the philosophical and structural suggestions in this section provides some general guidelines for organizing school district evaluation activities. LEAs could have a central office of evaluation responsible for systemwide program evaluations and standardized testing (accountability) reporting to the superintendent of schools. Project assessment, diagnostic testing, and eventually decisions within larger programs could be addressed through Sieber's "dispersed organization." Like agricultural extension agents, project evaluators would have their functions and activities defined, not by the central office, but by school staff.

School district fieldwork identified a few evaluation offices trying for a closer relationship with instruction. These attempts are based on increasing the availability of central office evaluation personnel, and all displayed the extreme difficulty of influencing and supporting school personnel from that location. These experiences and others suggest that reorganization based on decentralized organizational philosophies, in

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[33] Joseph S. Wholey et al. Federal Evaluation Policy, 1970. This work distinguished between two major kinds of evaluation activities. Agency level evaluation refers to responsibilities for policy decisions across programs. Program-level evaluation is concerned more with the day-to-day management of a program.

conjunction with locating evaluation responsibilities closer to the decisions they are to affect, would be a worthwhile consideration for school districts. The office of evaluation's role in this search would also include an analysis of how other methods and school district personnel not typically involved in formal evaluation could participate.

Philip Jackson is well-known for his commitment to the basic but strangely ignored idea that everyone should seek an understanding of the teaching process as it is commonly performed before making an effort to change it -- or to support it. Among others, Jackson has been heartened by the trend towards classroom observational studies and some parallel "...evidence that classroom researchers are beginning to turn to disciplines other than psychology and educational measurement for their methods of analyzing classroom phenomena."[34] Perhaps it is the current heads of evaluation who will assess existing organizational characteristics and related activities. Another idea of Jackson's could be part of this work:

> In addition to participant observers it might be wise to foster the growth of observant participators in our schools--teachers, administrators, and perhaps even students, who have the capacity to step back from their own experiences, view them analytically, and talk about them articulately.[35]

Pushing this a little further, heads of evaluation offices could consider the variety of evaluation activities principals and teachers are actually involved in. Their day-to-day work could include observing and reporting on the actual implementation of programs, and the availability and appropriateness of supporting resources as feedback to evaluation offices.[36]

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[34] Philip Jackson. "The Way Teachers Think"

[35] Philip Jackson. Life in the Classrooms, 1968.

[36] Ibid, p. 174-175.

Before leaving formal organizational concerns, an acknowledgement that certain informal organizational characteristics are recognized but not thoroughly analyzed at this stage of project work is in order. The one area of dissonance that has surfaced between survey responses and fieldwork is the existence and importance of conflict in school systems. Public education institutions are well-known to be conflict-ridden environments, struggling with many of the social, economic and political issues of our time.[37]

Offices of evaluation have a number of responsibilities that bring them from the periphery of school district activities to on-line involvement in controversy:

> The persuasive evidence for a declining trend in scores on college entrance examinations coincides with increasing concern about test bias and educational accountability. The overlap in these three areas of attention has generated an unusual amount of public, professional and news media speculation.[38]

Meanwhile, although long-term professional relationships with the heads of evaluation were the basis for most fieldwork activities, these professionals consistently understated conflict, on site, as did survey respondents. Meanwhile, in every district, instructional personnel working in central offices or the schools have been frank about the substantive and political problems they associate with offices of evaluation. This environmental context is important for understanding current analysis and will receive more attention in project work during 1979.[39]

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[37] Examples of this literature are: David Rogers, 110 Livingston Street, 1968, Charles E. Silberman, Crisis in the Classroom, 1970, and Diane Ravitch, The Great School Wars, 1973.

[38] "Declining Test Scores, A Conference Report", National Institute of Education, February 1976.

[39] Catherine Lyon, Larry Barber, Michael Kean, and Lynn Doscher. "Ambiguity and Conflict in School District Evaluation." Forthcoming.

EVALUATION OFFICE FUNDING

Annual Allocations

Our respondent offices of evaluation reported a total 1977-78 allocation of approximately $50,000,000. There is a wide variation ($2,000 to $4,000,000) across districts in total evaluation unit budget.

Fifty-one percent of the respondents have budgets less than $90,000 and another 41% have budgets from $90,000 to $500,000. Very few districts (nine) have evaluation unit funds of $1,000,000 or more.

There is a relationship (r=.43) between district enrollment and total evaluation office budget. However, for districts with similar enrollments, there is a large variation in evaluation unit monies. (See Figure 7.) For example, the twelve respondents from districts with enrollments between 45,000 and 55,000 have budgets ranging from $34,000 to $483,000.[40]

Evaluation unit budgets represent per pupil expenditures ranging from $.10 to $90.20 (Figure 8). These per pupil expenditures are not strongly related to district size, but are much less variable (more standardized) among the large districts than among the smaller ones (Figure 9). These variations could reflect a range of responsibilities, the wealth of the district[41] or the strength of an advocate, such as a superintendent or the evaluation director. For example, the level of funding for the evaluation operation in three fieldwork districts is well above the average ($12, $15, and $61 per student). For a variety of reasons, these offices enjoy unusually high organizational profiles.

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[40] One of these districts provided no budget information.
[41] SES data were received in November 1978 and will support such analysis in 1979.

Figure 7

EVALUATION OFFICE BUDGET BY DISTRICT ENROLLMENT

(n= 213)

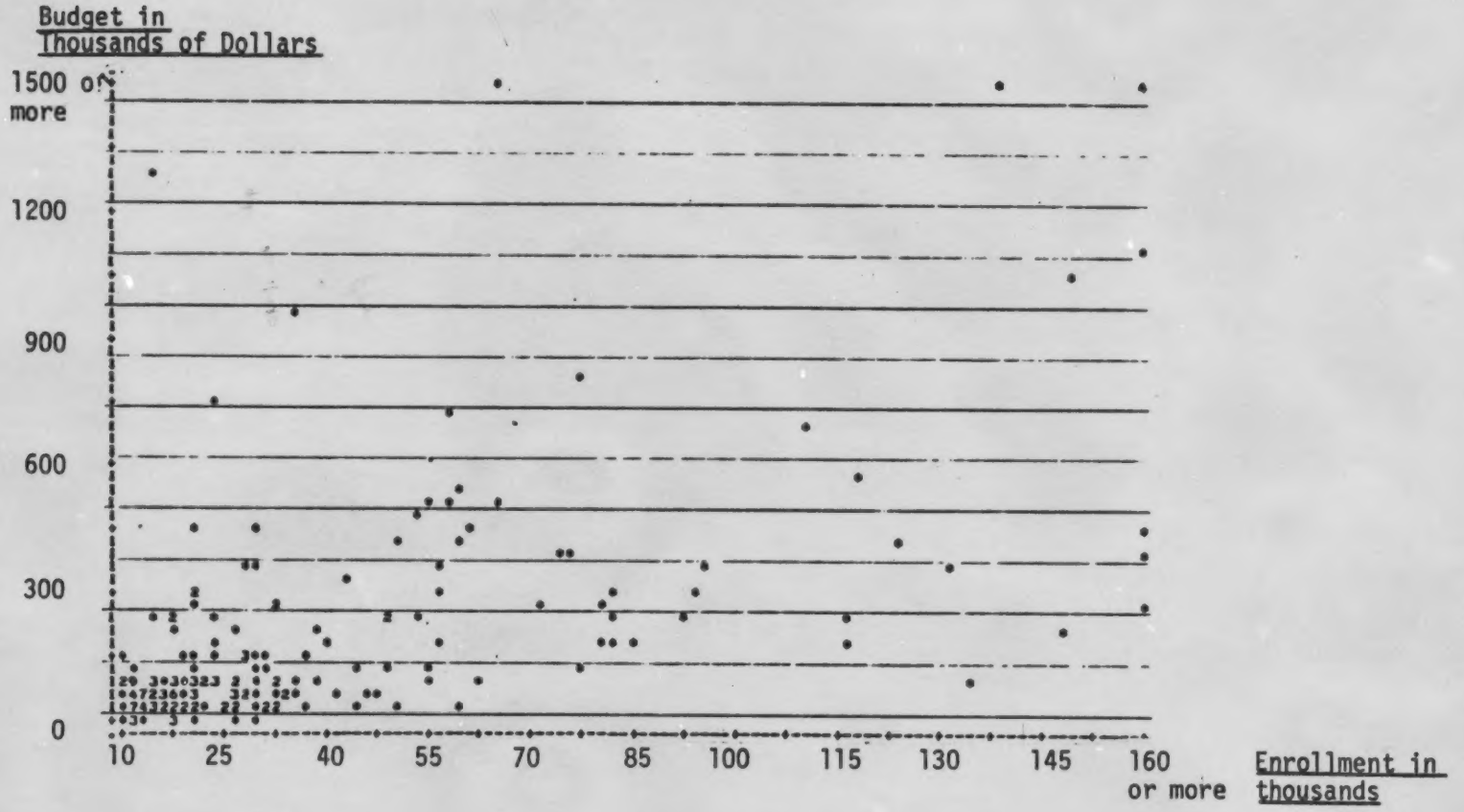


Figure 8
EVALUATION OFFICE BUDGET PER PUPIL
(n=213)

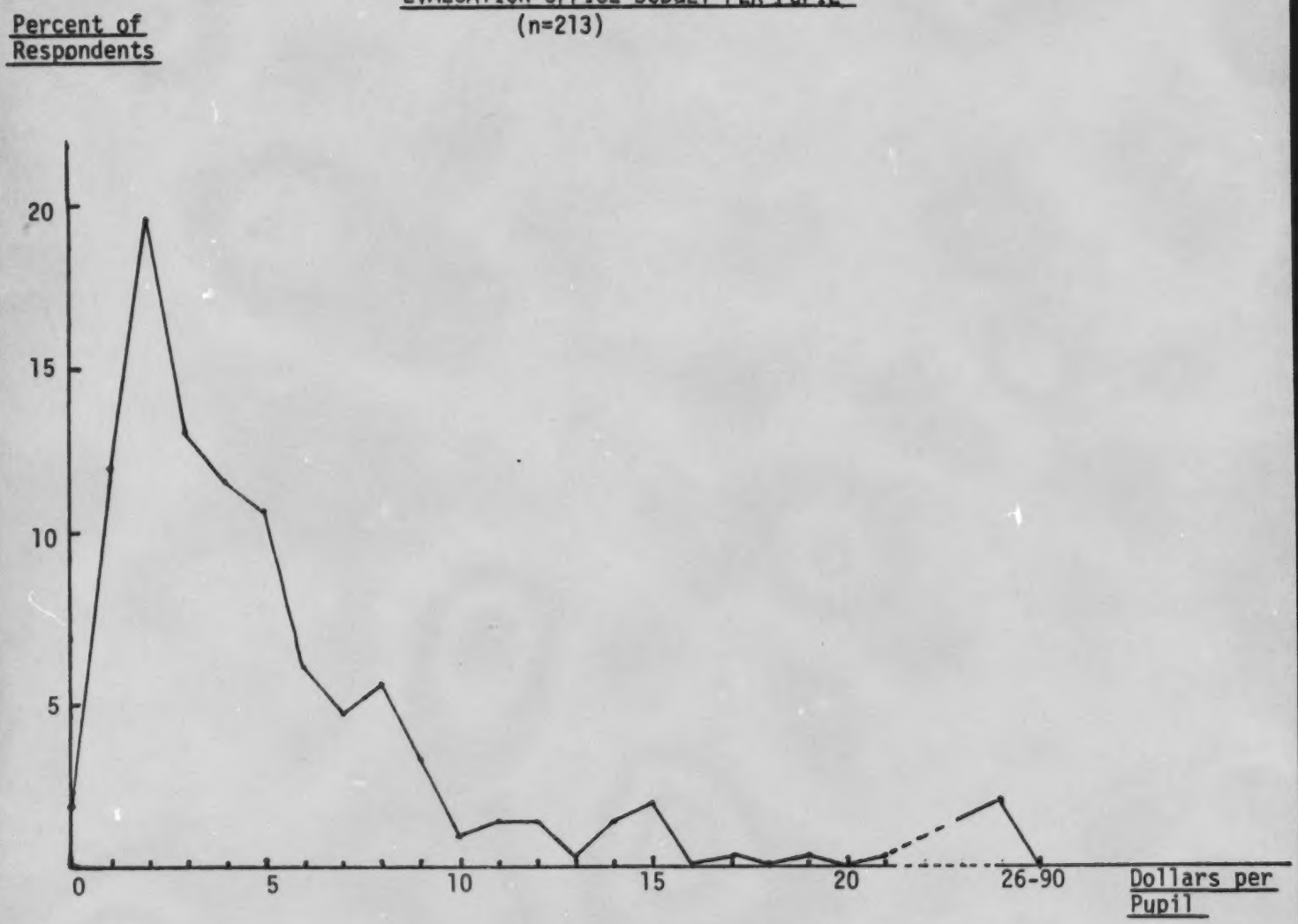
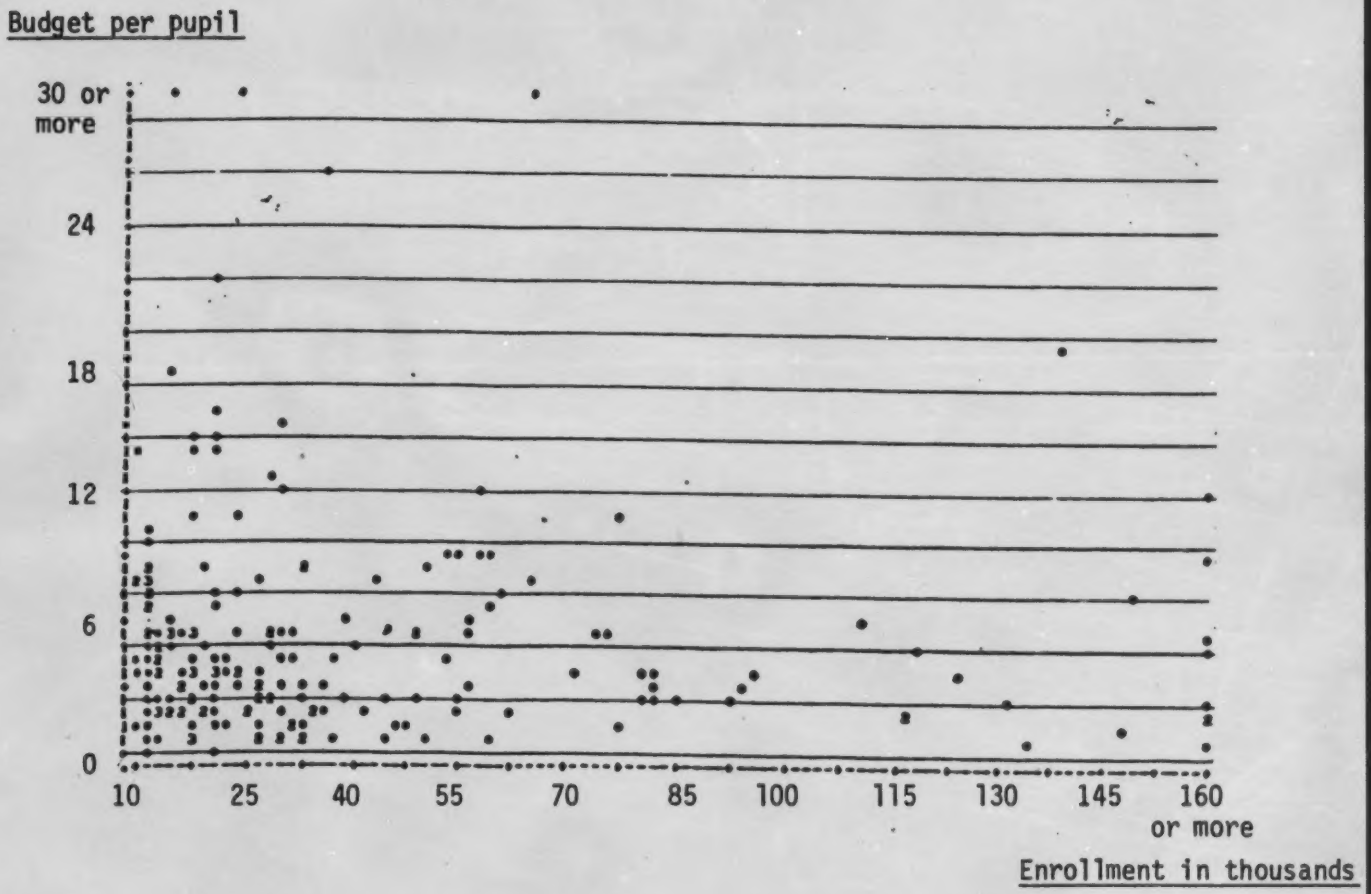


Figure 9
EVALUATION OFFICE BUDGET PER PUPIL BY DISTRICT ENROLLMENT
(n=213)



Percent of District Budget

School districts typically allocate a small percentage of their total budget to central evaluation offices. Fifty-five percent have budgets that were .25% of the total district budget or less. (See Figure 10) Another 28% have unit budgets ranging from .26% - .50% of the district budget, and 14% are allocated .51% - 1.00% of their districts' budgets. Ninety-seven percent of our respondents report budgets of 1% or less of their school systems' funds. The maximum allocation reported was 4.0% of the district budget. Size of system has little to do with the proportion of district allocation to the evaluation office (Figure 11). Remember, these figures represent only allocations to the centralized evaluation unit; activities elsewhere in the district may also be receiving these funds.

The evaluation literature provides little discussion of the economics of evaluation. Stufflebeam is almost alone in making recommendations for the amount of school district budgets that should be allocated to evaluation offices:

> In larger districts, 7% of the total budget may be adequate. In smaller districts, as much as 15 to 20 percent is needed.[42]

Comparing Stufflebeam's recommendations with the actual level of resources allocated to evaluation offices suggests a resource gap between the CIPP decisionmaking model and actual evaluation activities. Later descriptions of evaluation units, their activities, and their role in school districts

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[42] Stufflebeam et al, Ibid., p. 290.

Figure 10

EVALUATION OFFICE BUDGET AS PERCENT OF SCHOOL DISTRICT BUDGET
(n=209)

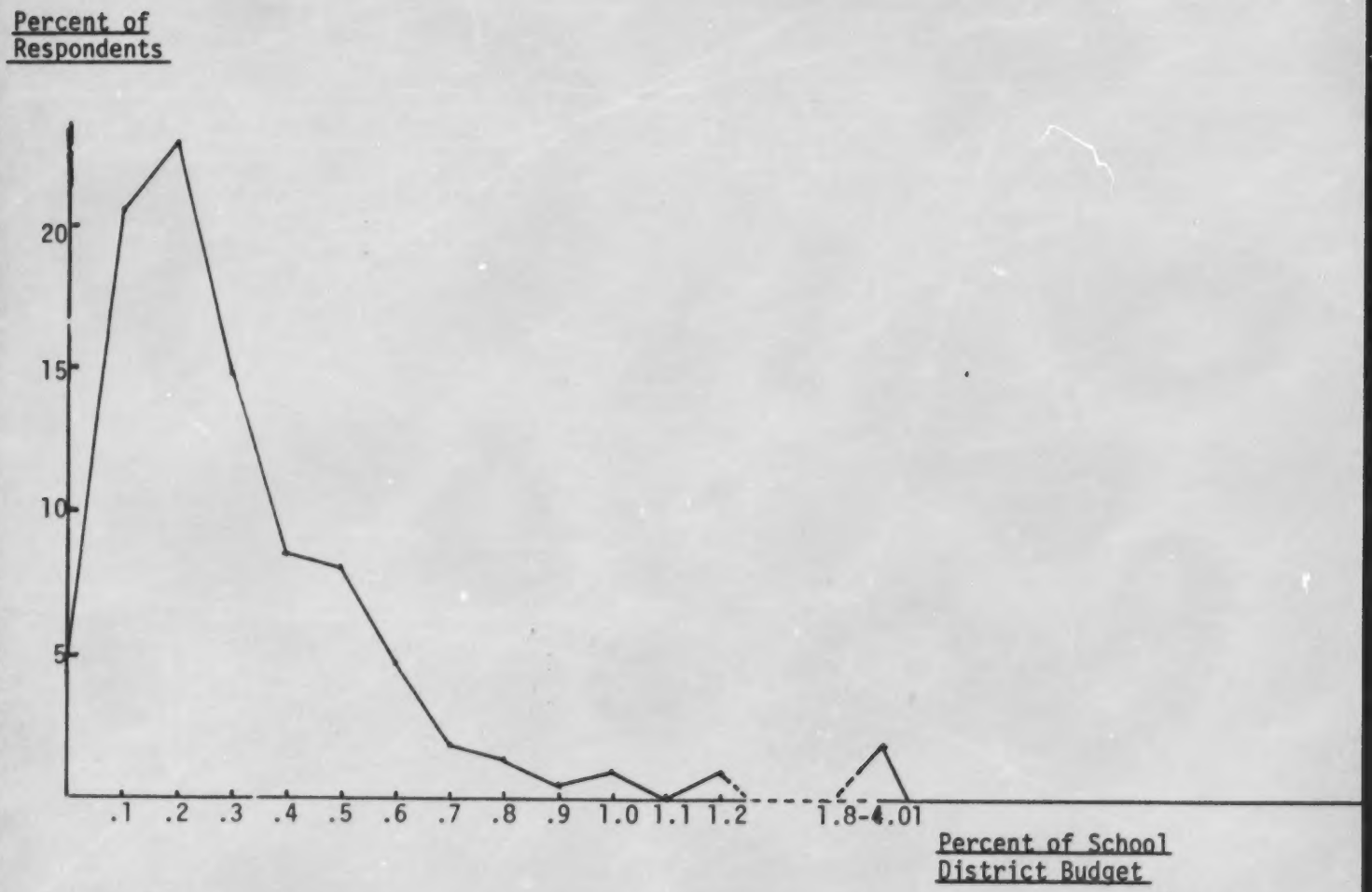
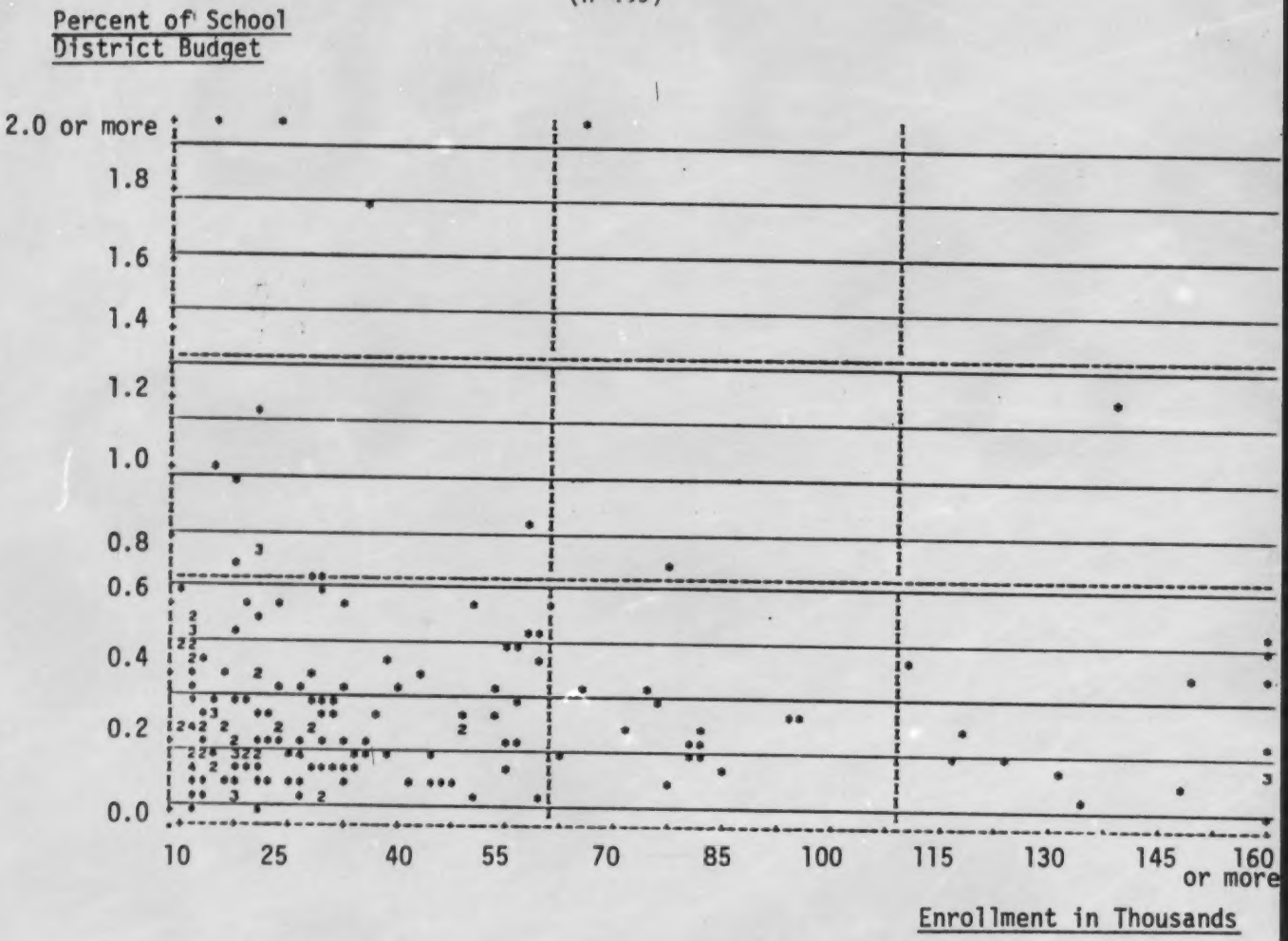


Figure 11

EVALUATION OFFICE BUDGET AS PERCENT OF SCHOOL DISTRICT BUDGET BY ENROLLMENT

(n=209)



will tell us how evaluation is defined in the typical "1% or less" environment. Meanwhile, however, our fieldwork and analysis of reports indicates that evaluation offices rarely provide information about costs, either for programs or evaluations.

Funding Sources

What is the profile of funding sources for local district evaluation offices? The survey data challenge the popular idea that federal/state agencies are the primary funding sources for local offices of evaluation. Thirty-three percent of the respondents are completely funded by the LEA. The extent of local funding is further illustrated with 52% of the evaluation units reporting at least 70% local suuport. Only 7% of the evaluation offices enjoy no local monies. (See also Figure 12.)

This emphasis on local funding is underlined by the relatively low levels of state and federal support. Fifty percent of the respondents receive no money from the state, and another 26% report that 1% - 25% of their budgets are state supplied. Only fourteen respondents (7%) obtain more than half their funding from the state.[43] No federal funding is reported by 42% of the evaluation offices, and only 2% are exclusively federally-funded. Of those receiving some federal support, the average level of federal funding was 31% of total budget. Eight offices report some funding from private foundations and 12 report some funding from other sources. But with one exception these private and other sources contribute amounts ranging from 1-25% of total budget.

The average evaluation office funding sources are described in Figure 13. The district provides an average of 65% of unit funds. Eighteen

[43] These 14 districts comprise a range of sizes and are located in 10 different states throughout the country. No immediately obvious patterns emerge; but this is a possible topic for further analysis.

Figure 12

SOURCES OF EVALUATION OFFICE FUNDING
(n= 215)

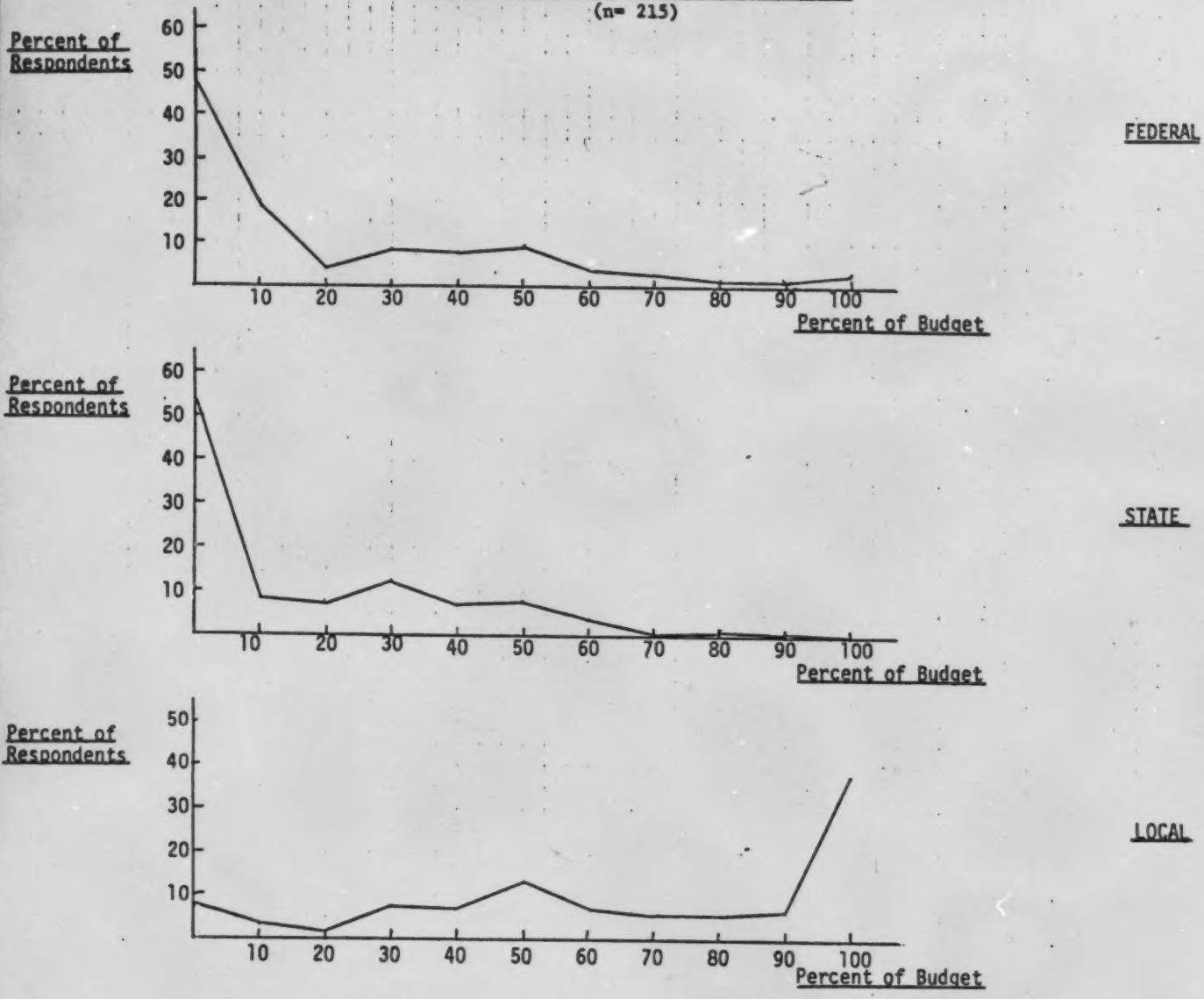
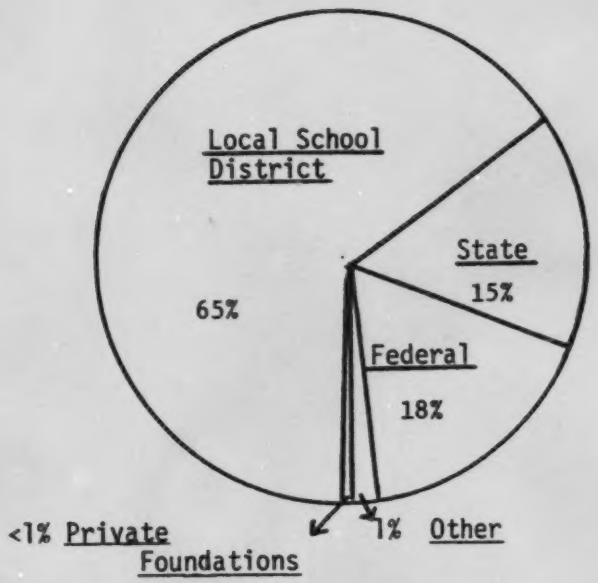


Figure 13
AVERAGE EVALUATION OFFICE BUDGET SOURCES

(n = 215)



percent of the budget is federal funding, 15% is state money, and slightly more than 1% comes from private foundations or other sources. While government funding of evaluation units is by no means dominant, it is interesting that districts as a whole are less federally-supported (9%) and more state supported (43%)[44] than are evaluation offices.

Expenditures

How do evaluation offices spend their budgets? The profile of the "average" evaluation unit is shown in Figure 14: 41% of the budget goes to evaluation, 27% to testing (exclusive of that done for research, development and evaluation), 14% to development, 12% to research, and 6% to "other" activities. Generally, evaluation and testing activities dominate these offices.

Evaluation. On the average, evaluation units spend less than half of their budgets on evaluation. Sixty-four percent (140 units) spend 1-50% of the budget on evaluation. Eighteen evaluation units (8%) spend 90% or more of their budget for evaluation and seven of these report spending the entire budget on assessment activities.

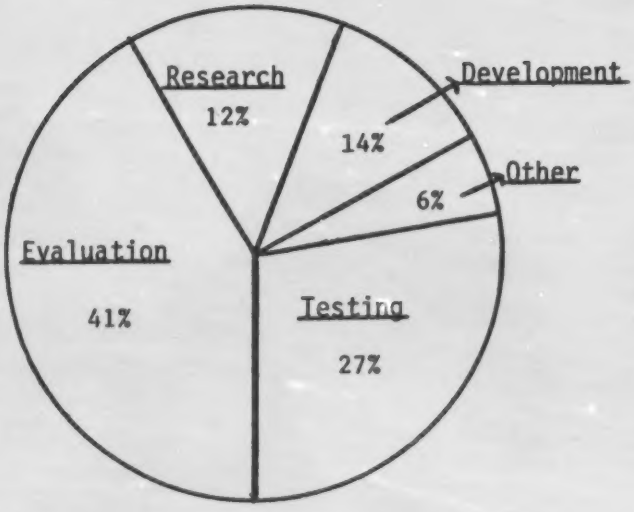
Ten evaluation units (5%) report spending no monies on evaluation. Most of these units report testing as the prime expenditure; one office is primarily a research unit, and another is too new to report allocations.

Testing. Forty-eight evaluation offices (22%) spend nothing on testing separate from that done for research, development, or evaluation purposes. Another 60% spend 1-50% of their budget on testing. Just ten evaluation offices (5%) report a stronger dominance of testing activities,

[44] National Center for Educational Statistics (NCES), The Condition of Education, 1977.

Figure 14
PERCENT OF EVALUATION OFFICE BUDGET TO ACTIVITY

(n = 217)



that is, with 90% or more of the budget allocated to testing. One of these units spends its entire budget on testing.[45] Because testing is included in many of the offices' other activities, reporting that the average office spends 27% of its budget on testing is a clear underestimation of the total resources so expended.

Development. Fifty-one evaluation offices (24%) spend nothing on development, and another 41% spend 1-10% of their allocation this way. However, a small number of evaluation offices are organized around development. Evaluation units in thirteen districts (6%) spend 50% or more on development.

Research. Forty-four (20%) respondents spend no money on research. Another 51% spend 1-10% of their budget this way. Evaluation units in only ten districts (5%) spend 50% or more on research.

Other Expenditures. Twenty-seven percent of the respondents spend evaluation unit monies on activities other than those listed above. An examination of the "other" responses suggests that most overlap the four other categories.

Adequacy

Finally, we asked respondents, "Is the 1977-78 evaluation unit budget adequate to meet federal, state, and local requests for evaluation activities?" Approximately half said yes, regardless of the size of their districts (Table 6).

All of these observations about the financing of evaluation offices occur within the economic context of public education. The level of support support for evaluation is unlikely to improve. Among other reasons,

[45]Two additional units reported that all their budgets went to "other" activities, which appear to be primarily testing.

Table 6
ADEQUACY OF EVALUATION OFFICE BUDGET
BY DISTRICT SIZE

Is budget adequate?	District Size: Medium 10,000-49,999	Large 25,000-44,999	Metropolitan 45,000 or more	Row Total
Yes	57[a]	27	27	111
	51.4[b]	24.3	24.3	50.9
	51.4[c]	55.1	46.6	
	26.1[d]	12.4	12.4	
No	54	22	31	107
	50.5	20.6	29.0	49.1
	48.6	44.9	53.4	
	24.8	10.1	14.2	
Column Total	111	49	58	218
	50.9	22.5	26.6	100.0

$\chi^2 = .79$

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[a] Count
[b] Row Percent
[c] Column Percent
[d] Total Percent

For more detailed explanation of how to read tables, see Table 4 page 37.

there is a widespread reluctance of superintendents and school boards to increase central office (administrative) expenditures in an era of declining enrollment, increased costs, and "Proposition 13" taxpayer attitudes.

If evaluation resources are to increase, either outside agencies or internal rearrangements (teachers, principals are evaluators) will probably be the sources.

PERSONNEL

Educational evaluation has also been without much knowledge about the field's human resources. A census of program evaluators has never been undertaken.[46] The CSE survey now provides a profile of some characteristics of central evaluation office personnel.

Salary

First, we asked the heads of evaluation offices to report the position's annual salary. The average pay range is from $24,000 to $29,000 (i.e., the average lower end to the average upper end; see Figure 15). In systems enrolling between 10,000 and 100,000 students, there is very little relationship between district size and the head's compensation; salaries range from $7,000 to $41,000 (Figure 16). Districts over 100,000 enrollment tend to have slightly higher-paid evaluation directors with salaries from $26,000 to $44,000. For the respondent group as a whole, higher salaries are associated with larger evaluation offices (r=.40) and with larger evaluation office budgets (r=.41).

In terms of salary (upper range), heads of evaluation offices fall midway between teachers and superintendents and slightly above principals and administrators of instructional services. In districts with 10,000 or more students, teachers earn an average of approximately $14,500, principals from $23,500 to $27,500 depending on school level, administrators of instructional services $26,500, and superintendents $41,000.[47]

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[46] Anderson, Scarvia B., Samuel Ball and Richard T. Murphy. Encyclopedia of Educational Evaluation. San Francisco, Ca.: Jossey-Bass, Inc., 1975.

[47] National Survey of Salaries and Wages in the Public Schools, 1977-78. 3 vols. ERS Report. Salaries Paid Professional Personnel in Public Schools, Vol. 2. Arlington, VA.: Educational Research Service, Inc., 1978.

Figure 15

EVALUATION OFFICE HEAD SALARY
(n=210)

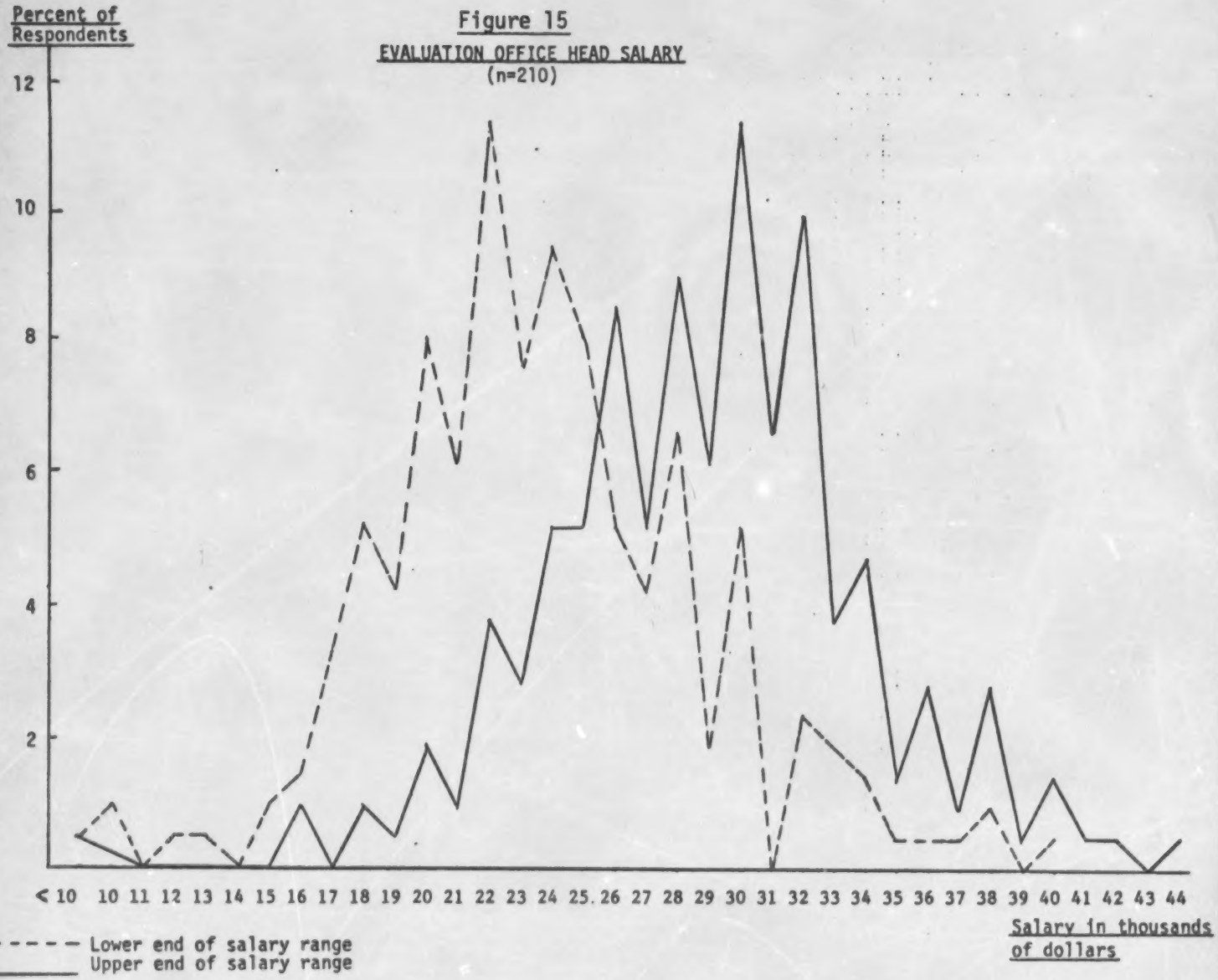
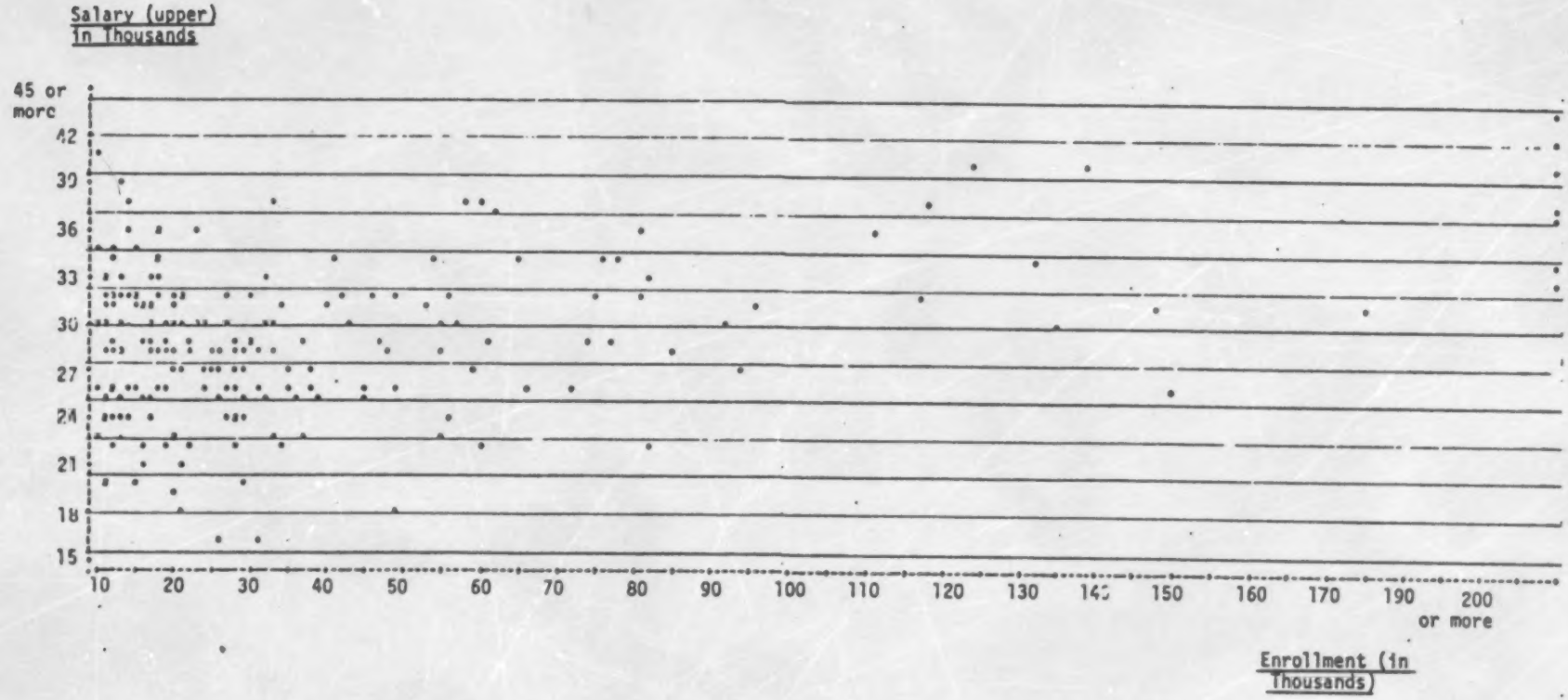

Percent of Respondents
12
10
8
6
4
2
< 10 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35 36 37 38 39 40 41 42 43 44
Salary in thousands of dollars
Lower end of salary range
Upper end of salary range

Figure 16

EVALUATION OFFICE HEAD'S SALARY (UPPER) BY DISTRICT ENROLLMENT
(n=210)



Academic Training and Experience

On the assumption that evaluation office activities might reflect the directors' background, the survey included questions about prior experience and education. First the directors were asked about positions held prior to heading an evaluation unit.[48] Responses describe a variety of backgrounds, primarily within the field of education. Stake and Denny, among others, have argued that other disciplines, philosophy, sociology, anthropology, linguistics, history, economics, and psychology have concepts and techniques that will serve evaluation.[49] However, the prior experience (and also academic background) of heads of evaluation suggests that there is little interdisciplinary mobility in educational evaluation.

Evaluation, along with research, planning, business, and technical positions, is one of the few areas where professionals can participate in local school districts without having teacher certification. Fifty-eight percent of our respondents have been teachers; 42% have not.

Typically, the mobility route for administrators in school systems begins at the school level with teaching, moves on to supervising, then to the principalship, and later, to other district administrator positions. Heads of evaluation offices appear not to follow this path. Just 30% of evaluation unit heads have been principals. Not only have 42% of them not taught, but 70% have not run a school. This means that even when evaluation heads have teaching backgrounds, they do not take the typical advancement route to the central office. It may be that, compared to other central office personnel, evaluator routes de-emphasize instructional management experiences.

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[48] Note that respondents could check more than one type of experience.

[49] Stake, Robert E., and Denny, Terry. "Needed Concepts and Techniques for Utilizing More Fully the Potential of Evaluation," Educational Evaluation: New Roles, New Means. 68th Yearbook, National Society for the Study of Evaluation, 1969.

At least 47% of respondents have held other central office positions within school districts. Twenty-two percent specified some "other" previous experience which, with a few exceptions for university and industry, are school district central office jobs. It is not likely that this heavy percentage of heads of evaluation coming to their present position from other central office functions have been on district evaluation office unit staffs; only 22% report this experience. Further, only 12% have been evaluators somewhere else, reflecting the widespread low inter-district mobility of education personnel.

Thirty-one percent of respondents have had experience as a university teacher or researcher. This statistic probably overstates the extent of academic involvement, since it could mean teaching a single course or doing research as a student.

Further survey analysis will explore the relationships of these background patterns to the evaluation office's involvement with instruction and administration.

We also asked respondents to identify their (one) "major area of academic training." They profile a variety of academic backgrounds for heads of evaluation: quantitative, administration, instruction/curriculum. Thirty percent of the respondents reported administration. Fourteen percent have specialized in research/statistics/measurement; another 12% selected educational psychology and 9% came from psychology. As compared to a background in administration, directors with this (research/psychology) background (36%) could be expected to have more quantitative skills.

Instructional academic specialties accounted for fewer (20%) of our respondents' backgrounds. Eleven percent specialized in elementary or secondary education and an additional 9% selected "curriculum".

Finally, 3% of heads of evaluation offices specialized in evaluation. But most respondents (86%) have taken evaluation courses as part of undergraduate or graduate work. Those who have not had evaluation courses represent the range of areas of major academic training. (See Table 7.)

Of course, the selection of these specialties by the heads of evaluation partially reflects the limited availability of evaluation training:

> The present situation points to a serious need to train persons directly for evaluation roles. Yet, although many universities have an introductory course on evaluation, only a handful have programs designed to train evaluators as such...[50]

In 1971, Stufflebeam ranked the lack of trained personnel as the "fifth illness" of evaluation:

> Evaluation personnel have always been in short supply, but the new improvement programs have magnified this shortage into catastropic proportion. The problem has both quantitative and qualitative aspects - tens of thousands of such personnel are needed, but only a few hundred are being trained every year. [51]

As an advocate for enlarging evaluation's concern from reporting instructional results to influencing decisionmaking, he also observed that

> ...those who have been or are being trained are, in the main, traditional evaluators who have, if the present analysis has any validity, largely outlived their usefulness.[51]

Of course, this viewpoint is still challenged by traditional "evaluators" primarily concerned with measurement and testing. Later in this report, the actual relative importance of the decisionmaking school versus Tyler's "objectives" schools in offices of evaluation will be explored.

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[50] Blaine Worthen and James Sanders. Educational Evaluation: Theory and Practice, 1973, p. 348.
[51] Stufflebeam et al. Ibid, pp.8-9.

Table 7

PERCENT OF HEADS OF EVALUATION WITH DOCTORATES OR EVALUATION COURSE BACKGROUND BY ACADEMIC TRAINING

Academic Background	% Who Have Taken Evaluation Courses	% With Doctorate
Administration	87%	68%
Curriculum	84	90
Elementary or Secondary Education	87	22
Educational Psychology	92	84
Evaluation	100	100
Psychology	84	63
Research/Statistics/ Measurement	83	83
Other	68	59

In our responding districts approximately 70% of both superintendents and evaluation unit heads have doctorates. Table 7 shows that evaluation unit heads with major training in evaluation, research methodology, curriculum, and educational pyschology are most likely to have doctorates (100%, 83%, 90%, and 84% respectively). Respondents with major training in elementary and secondary education (teaching) are least likely to have doctorates (22%).

Staff Training

Fieldwork identified some consistencies and some differences between evaluation directors and staff. While many personnel had formal education backgrounds similar to the heads, additional majors reflected a search for people with quantitative skills: engineering, chemistry, industrial psychology, statistics, computer sciences, data processing, mathematics. Non-quantitative people from sociology, planning were also identified. Almost always, staff shared one common trait. Unlike heads of units, there is a striking absence of any formal training in evaluation for staff.

Those with backgrounds in educational research methodology and statistics are likely to think their skills are adequate to the tasks to which they are assigned. In this, they do not differ from any of the above categories. Also, few if any saw evaluation as anything more than a logical extension of basic research methodology or statistics. Although the extended fieldwork activities were carried out in university communities, there did not seem to be any regular or programmatic relationship

between existing evaluation programs and the preparation of evaluation staff.

Evaluation Office Staff

There is a wide variation in evaluation office personnel resources, with a range of zero to 90 full-time professional staff members reported by respondents and a wide variation in staff for any size district. (See Figure 17.) For example, districts with enrollments near 30,000 have evaluation offices with 2-15 professionals. However, a majority of the evaluation units are small, with two or fewer professionals. Thirteen of the respondents (6%) have no full-time professionals in their offices; 38% have one professional staff member; and 14% have two professionals.

As one would expect, there is a significant relationship (r=.85) between number of professional personnel and budget resources. This suggests that while there are different ways to spend more money, generally more budget goes toward more evaluation unit personnel.

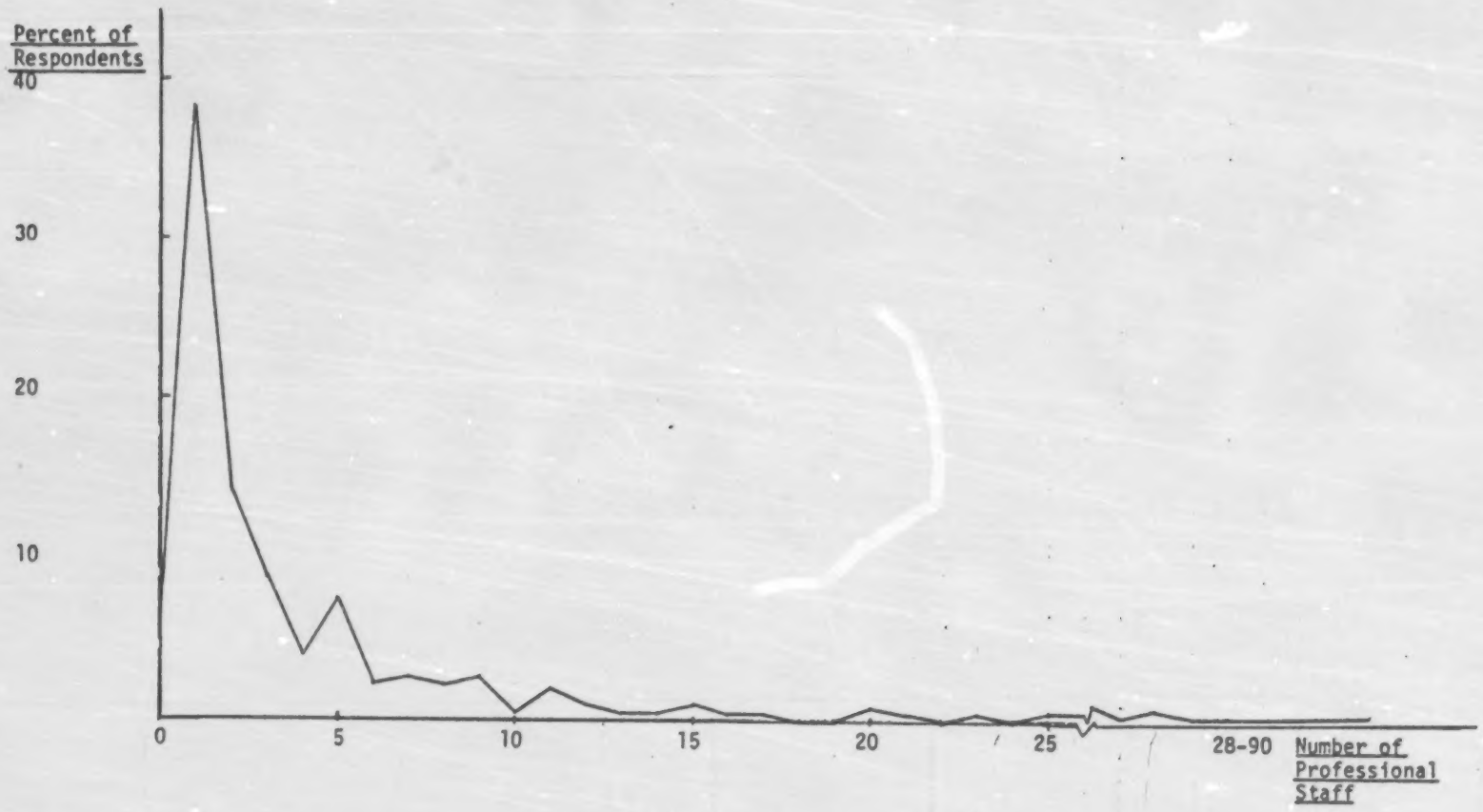
Adequacy of Staffing

We also asked respondents about the adequacy of personnel for meeting "current demands for evaluation unit activities." And for those responding "No", we asked "What are the major personnel problems regarding professional staff?"

Sixty-eight percent of the respondents reported that their personnel resources are not adequate. The single most important problem is "too few staff," identified by 94% of those evaluation heads replying negatively on

Figure 17
NUMBER OF PROFESSIONALS ON EVALUATION OFFICE STAFF

(n = 226)



personnel resources (i.e., by 68% of the total respondent group).[52]

The item receiving the second most frequent response was "limited technical abilities of staff" but only 13% of the respondents (indicating inadequate personnel resources) selected this item.

Twelve percent said that low salaries were a problem, with very few indicating difficulties with limited interpersonal skills (8%) or high turnover (5%). While 16% checked the "other" category, no patterns emerge, and frequently the replies were not related to personnel difficulties.

From our fieldwork, we identified certain managerial problems that heads of evaluation may generally experience, particularly in metropolitan school systems. Staff are frequently union members. Layoffs during budget crises are made strictly on the basis of seniority. Evaluation staff are typically tenured in the district, but not in their evaluation office positions. It may be that smaller, newer evaluation office employees do not have tenure and that management has more flexibility in hiring, firing, and assignment.

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[52] Respondents reporting adequate budgets but inadequate numbers of personnel may be speaking of access rather than money.

FUNCTIONS

With the context provided by previous discussions of organizational characteristics, financing and personnel, we now turn to the question, "What do evaluation offices do?" Evaluation, development, and testing activities, data collection topics and methods are considered from three sources of information: what respondents say they do (survey results) and activities reflected in actual evaluation reports or observed in fieldwork.

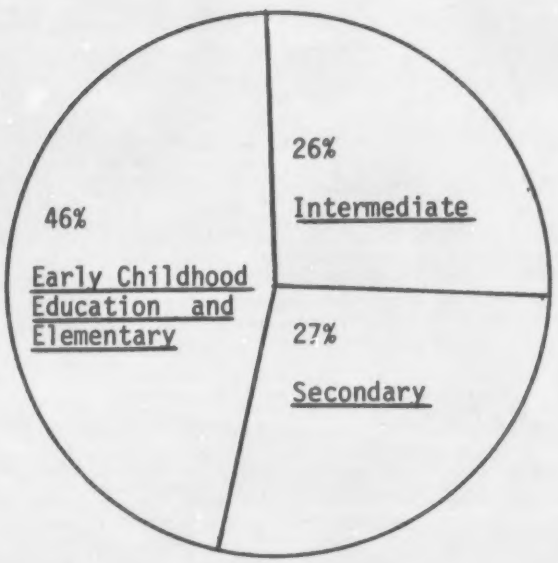
Several of the survey questions present a list of activities, for offices to indicate involvement and also to rank (#1, #2, #3) in terms of time commitment. Assuming the typical association of time with importance, this ranking provides some indication of office priorities. (In addition, Professor James Popham suggested that ranking would reduce the tendency of survey respondents to check all answers provided.)

While specific activities are not identified by school level, an overall picture of evaluation office functions is shown in Figure 18. On the average, units spend 46% of thier time on early childhood and elementary education, 26% on intermediate and 27% on secondary-level activities.

Figure 18

PERCENT OF AVERAGE EVALUATION OFFICE TIME BY SCHOOL LEVEL

(n = 222)



Data Collection Topics

Our interest in evaluation office data collection activities began with two general concerns. First, while data collection has greatly increased in school systems, the information increase is not proportionate.[53] Second, the widespread practice, particularly in metropolitan school systems, of reporting reading achievement scores for each school in the local newspapers emphasizes existing home or community rather than (manipulable) school characteristics.

As expected, within data collection actitivies, student achievement was rated by respondents as the subject taking the most time. Ninety-five percent of the respondents ranked student achievement as one of their three most time-consuming data collection activities; 74% ranked it first, 16% ranked it second, and 4% as third. (See Figure 19.)

However, a variety of analyses-related student achievement topics were ranked by considerably fewer respondents than "student achievement" alone: "relationship between school/classroom characteristics and student achievement" (ranked by 26% as one of their three most time-consuming data collection activities), "relationship between students socio-economic status and achievement" (18%), "relationship between students' race/ethnic background

[53] William W. Cooley, Learning Research and Development Center, University of Pittsburgh, "Critique of Sensible School District Evaluation," paper presented at the AERA Evaluation Conference, " A Decade of Educational Evaluation: Confrontations Between Theory and Practice," September 22, 1977. These remarks were in response to William J. Webster's paper, "Sensible School District Evaluation."

and achievement progress" (16%). Other subjects of data collection were also considered far less important than achievement.[54] Responses suggest that while all evaluation units do at least some data collection, data analysis is likely to receive less attention. It is possible, of course, that offices which collect data on "student achievement" alone do use these data for various analyses.[55] However, fieldwork suggests that a major "use" of test results is straight reporting of scores, a process not closely tied to program improvement. Recently, Patton made the seemingly obvious comment that in order "to improve schools, officials need information about what really happens in classrooms."[56] Yet, 59% of respondents do not report collecting data on "relationship between school/classroom characteristics and student achievement" (i.e., they do not check or rank that item).

Data collection activities were very visible in site visits to school district evaluation offices. The trend is towards increasingly massive computerized pupil data systems. Typically, each student is

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[54] Many respondents wrote in data collection activities "other" than the ones listed in the survey item. Fifteen percent of the respondents ranked an "other" subject as the one taking most data collection time. However, many of these entries were extremely general, such as "program evaluation" or were specific aspects of the subjects listed, such as mentioning mathematics performance instead of checking "student achievement." A sample of "other" important subjects are student/community attitudes toward various programs, enrollment trends and student mobility.

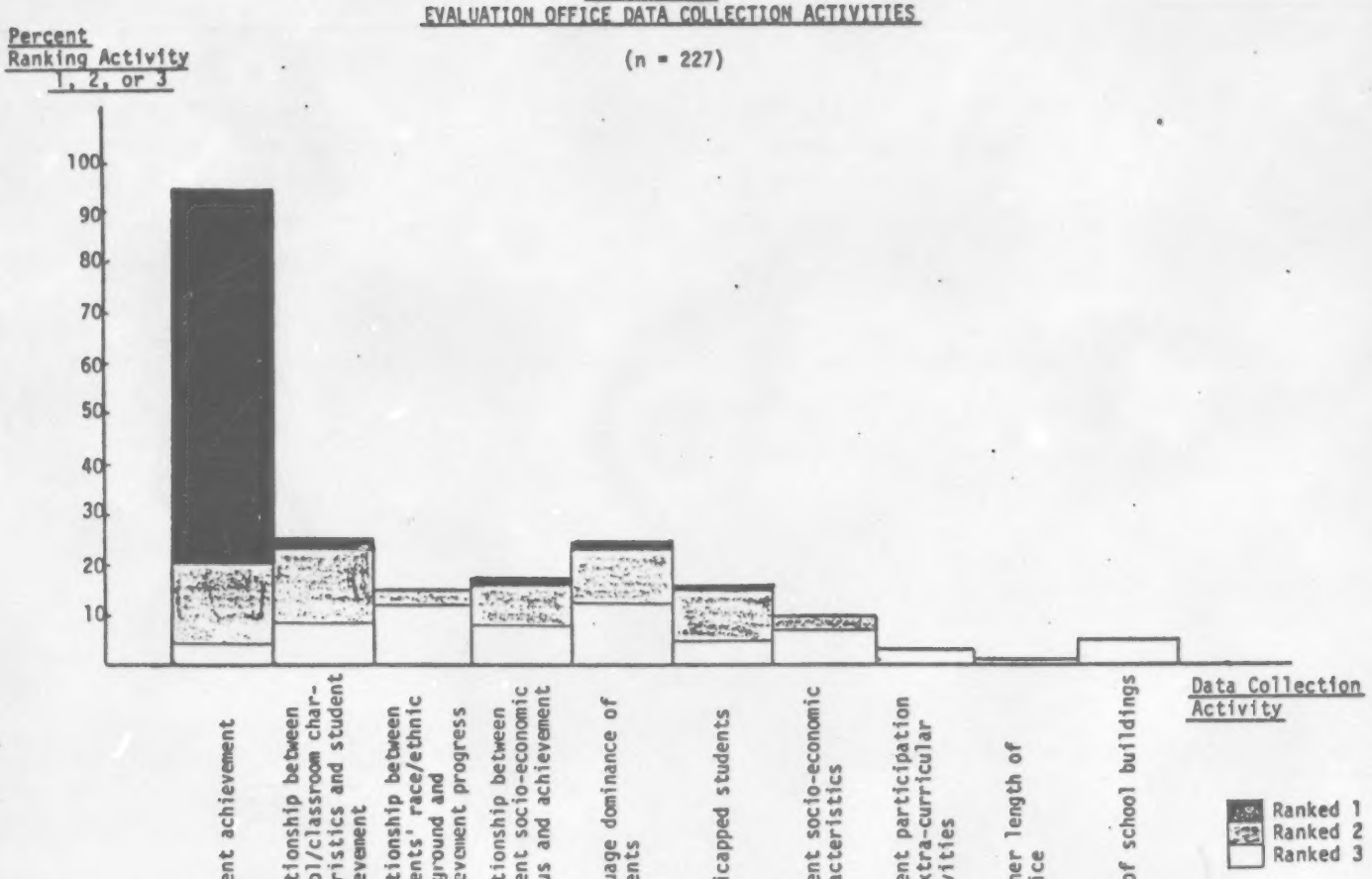
[55] The survey does not include a question on specific data analysis designs or techniques. This is a possible topic for further analysis of evaluation office reports.

[56] Patton, Michael Q., Utilization-Focused Evaluation. Beverly Hills: Sage Publications, 1978 (p.156).

Figure 19

EVALUATION OFFICE DATA COLLECTION ACTIVITIES

(n = 227)



assigned a permanent identification number, which keys other information including race, address, birthdate, school, and test scores. Generally the emphasis has been on administrative topics generated by funding requirements, enrollment, attendance, income, dropout rates, etc.

These data systems are operating in an environment dominated by boards of education, superintendents, and other school district personnel typically without backgrounds to initiate topics or analysis. Educators are dependent on technical specialists, who in turn are not knowledgeable about teaching and learning.

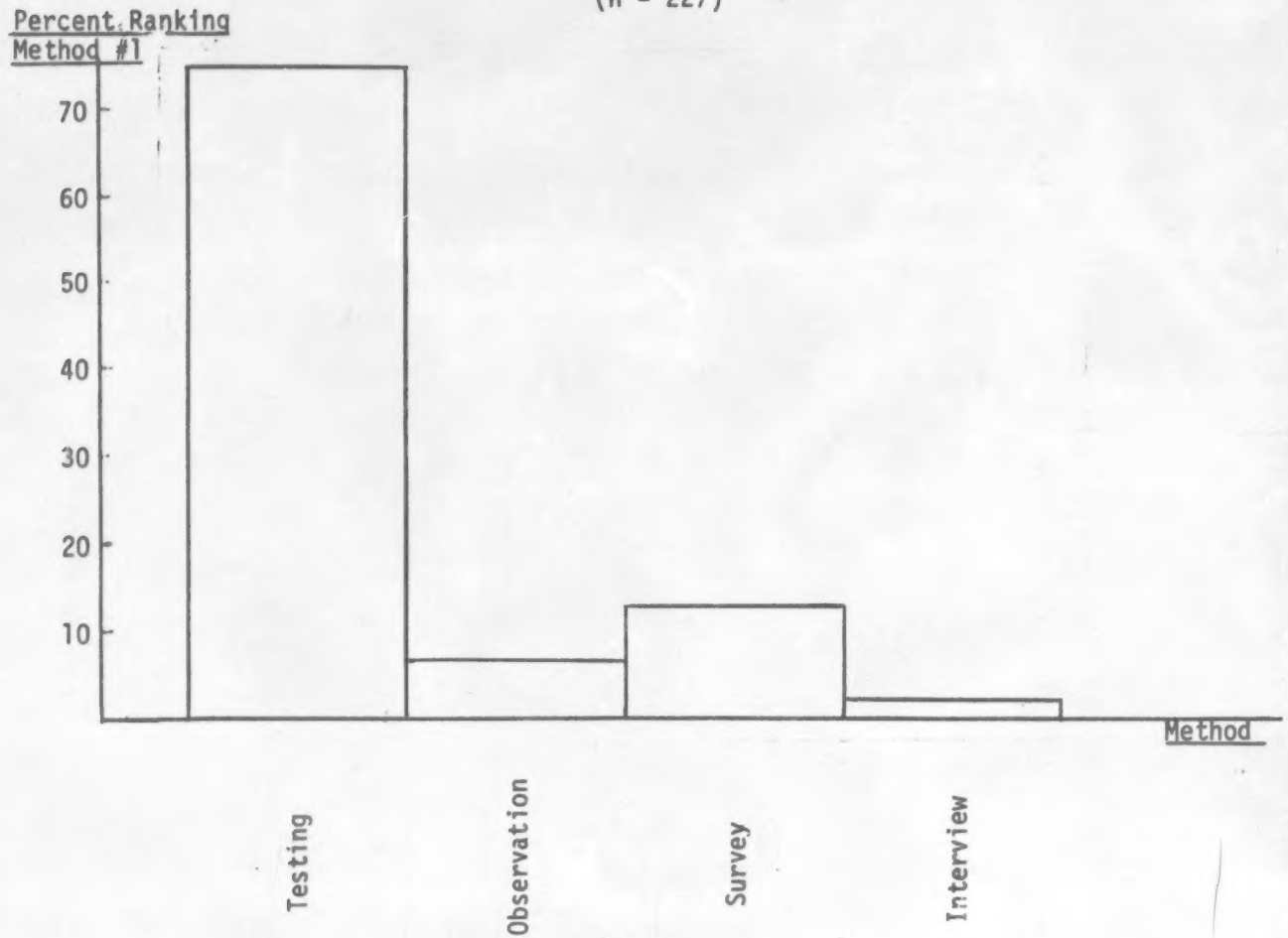
All of these characteristics tend to support a process which is unlikely to generate information commensurate with the costs involved. Further, by collecting data on variables school districts cannot influence, evaluation offices may implicitly legitimate low-income/low-achievement performance.

Data Collection Methods

Responses to the next question show that testing is the favored method for generating achievement data. Seventy-five percent of the units report testing as their major method of data collection. (See Figure 20.) Thirteen percent report survey questionnaires as the major data collection method while 6% and 2%, respectively, rank classroom observation and interviews as their major data collection activity.

Figure 20
EVALUATION OFFICE METHODS OF DATA COLLECTION

(n = 227)



These findings are complemented by the proportions of districts not using these methods. Only three units (1%) report that they are not involved in testing; 6% never use surveys. Forty percent never engage in classroom observation and 35% never conduct interviews, suggesting that in these offices connections with school-level personnel and instruction are remote.

The methods listed above come close to exhausting the approaches evaluation units use; 82% of the districts did not report any tactics other than the four listed above. People mentioning other methods generally reported sources of data rather than collection methods.

The survey results are supported by evidence from actual evaluation reports. (See Appendix F.) Most reports cited one source of data, some used two and three sources, and very few used more than three. Eighty-four percent of the reports named testing as a source, while questionnaires were cited by 43%, existing records by 27%, observation forms by 22%, and interviews by 16%. Of the 84% which named testing as a source, 33% reported testing as the only source of data for the evaluation. Of the 43% citing questionnaires as a data cource, 9% utilized questionnaires alone. With three exceptions, none of the other sources of data were used alone; all were used in combination with other sources, one of which was usually testing.

Data Collection Topics and Methods Summary

Since the early sixties, a growing literature in educational evaluation has urged the field to expand its activities. In 1963, Cronbach called upon evaluators to change their activities from describing the results of student achievement to course improvement.[57] In 1967, Robert Stake wrote that

> The countenance of educational evaluation appears to be changing, from the administration and normative interpretation of achievement tests toward (adding)...the description of instruction and the description of relationships between them...[58]

However, in terms of both topics and methods of data collection, course improvement seems an unlikely priority for these evaluation offices. Respondents retain the traditional testing emphasis instead of using alternate methods to bring them into closer contact with the instructional process. In addition, and with predictable consequences, evaluators emphasize data collection rather than data analysis:

> Evaluations that collect only data on student achievement with standardized tests cannot provide evidence on the nature of the educational program as it actually exists; thus, such evaluations have low utilization potential and high potential for abuse and misinterpretation. Educational evaluations that rely entirely on outcomes from standardized achievement tests represent the epitomy of the black box approach. Hidden inside that black box can be quite important information that makes a world of difference in understanding a program.[59]

Subsequent survey questions provide additional information on whether evaluation reformers' calls for changes are influencing the practice of evaluation in school systems.

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[57] Lee J. Cronbach, "Course Improvement Through Evaluation," Teachers College Record, 1963.
[58] Robert E. Stake, "The Countenance of Educational Evaluation," Teachers College Record, 1967.
[59] Patton, op cit, p. 157.

Evaluation Activities

We saw earlier that the average evaluation office allocates 41% of its budget to evaluation. Our purpose in this section is to get a sense of which kinds of evaluation activities are most likely to be consuming central office resources. Respondents were asked to both identify and rank in terms of time consumption their evaluation activities in 1977-78. The survey list of "evaluation activities" concerned curriculum goals and programs. (A subsequent survey question asks about the evaluation unit's role in developing or assessing materials.)

Again, we associate time with importance. That is, the evaluation activities respondents identify as time consuming are likely to reflect office priorities. Certain activities are time-consuming (classroom observation, modifying programs using evaluation results...) and so relatively expensive; if offices do not rank these activities as 1, 2, or 3, it is reasonable to assume that they are deemphasized.

Most respondents checked that they were engaged in several evaluation activities: the average number of "survey-specified" activities ranked or checked is 6.7 out of the ten provided. (Note, also, that this indicates that respondents were not automatically checking every item that appeared to be socially or professionally desirable.) Only 7% of our respondents specified "Other" evaluation activities, suggesting that we had identified the practical range.

The evaluation activities most likely to be ranked as consuming the most time were "assessment of instructional programs" and the "assessment of student achievement of objectives," which were ranked as the major evaluation activities by 34% and 32% of the respondents, respectively. (See Figure 21.)

In addition, 35% and 34%, respectively, rank these two activities as second and third most time-consuming. The next most prevalent activity, "identify/appraise educational goals or objectives," accounts for a much smaller percentage of respondents; only 34% rank it as 1, 2, or 3.

Considering the relatively lower priority given to other evaluation activities we see that most evaluation offices have not departed from a traditionally narrow view of evaluation. Activities going beyond the typical description of results require different and sometimes more resources.

Two items from this evaluation question are particularly useful in exploring the relationship of formative or summative evaluation activities to the offices' general approach to evaluation. The terms formative and summative are used loosely in this report to refer to aspects of evaluation concerned "with program improvement" and "with determining overall effectiveness," respectively.[60] "Check that implementation conforms to program specification (s)" was ranked by 21% of respondents, checked by an additional 42%, and neither checked nor ranked by 37%. So, evaluation offices generally do not emphasize formative activities.

The importance of checking for actual program implementation and its relationship to effective evaluation has been summarized by Riecken in terms that project fieldwork suggests are particularly appropriate to school systems:

> Very often, actual operations differ from the plan or blueprint for them. An evaluator cannot safely assume

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[60] "These terms were introduced by Michael Scriven (1967) in discussing evaluation of educational curriculum. The distinction has since become a fundamental evaluation typology and the terms are now applied more broadly than they were by Scriven" (Patton, M.W., Utilization-Focused Evaluation, 1978, p.81). Formative and summative terms are used in their broadest sense for this report, but may be changed later if project data generate a more useful typology.

Figure 21

EVALUATION OFFICE EVALUATION ACTIVITIES

(n = 227)

Percent Ranking Activity 1, 2, or 3
70
60
50
40
30
20
10
Activity
Assess the results or worth of instructional programs.
Identify/appraise educational goals or objectives.
Assist in the selection of instructional programs.
Check that implementation conforms to program specifications.
Modify programs using evaluation results.
Approve evaluation sections of program proposals.
Determine pupil and/or public satisfactions with school or program.
Compare costs/benefits of alternate instructional programs.
Assess student achievement of objectives.
Compare the district's achievement test scores with scores outside the district.
Ranked 1
Ranked 2
Ranked 3

> that the operations planned (or even alleged to exist) by a headquarters staff are in fact being carried out in the field. There may be a number of reasons for the discrepancy, including misperceptions or wishful thinking on the part of the staff, unrecognized conflict between agency conceptions and local law or customs, availability of resources and personnel....Finally it is clear that adequate information about operations can almost never be obtained retrospectively. Observation, especially participant observation where feasible, should be carried out while operations are proceeding.[61]

Test results alone are not comprehensive enough to provide a basis for program evaluation. As Walker et al point out:

> ...neither high nor low test scores are sufficient evidence of program effectiveness. Effectiveness can be judged only in the context of program implementation. It would be wrong, for example, to say that a program was successful when poor program implementation was followed by high test scores, or vice versa.[62]

The second formative evaluation item was even less likely to be ranked as a unit's three top time-consuming assessment activities. "Modify programs using evaluation results" was ranked by 15% of respondents, checked by an additional 49%, and neither checked nor ranked by 36% of respondent evaluation offices. This extremely basic evaluation activity, use of results, does not enjoy consensus on its importance in practice. Without a heavy commitment to modifying programs, the role of evaluation in course improvement is minimal at best. In considering strategies for improving instruction, school districts could analyze their attempts to modify programs. Are program and curriculum personnel consistently engaged in this process? How effective are these efforts?

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61 Henry M. Riecken, "Memorandum on Program Evaluation," reprinted in Carol Weiss's, Evaluating Action Programs: Readings in Social Action and Education, 1972.

62 Walker, Clint, et al. CSE Criterion Referenced Test Evaluation, in press, 1978, p. 10.

Could central offices of evaluation contribute to this undertaking? How?

These data suggest a lower priority for formative than for summative evaluation activities and are consistent with earlier analyses describing the relatively low use (compared to testing) by evaluation offices of classroom observations and interviews, techniques important to process evaluation.

While not a priority for respondents, some units are engaged in formative evaluation. Forty-two percent check the program implementation item (in addition to the 21% who rank it), leaving 27% not involved. "Modifying programs" is checked by 49% and not done by 36%.

Of course survey results may underestimate the involvement of evaluation offices in modifying programs. During fieldwork some evaluation staff articulated that most of the feedback provided to project personnel consists of informal verbal recommendations rather than formal written ones. In analyzing evaluation reports, it is unusual to find suggestions for modifications, alternatives or recommendations.

"Modifying programs", discussed above, and two additional items are useful in exploring the connection between evaluation office activities and instruction. The results of these three items show that, although there is widespread emphasis on reporting achievement results, involvement in instruction appears to be narrowly defined. "Assist in the selection of instructional programs" is ranked by 7% of respondents, checked by an additional 39% and is not an activity for 54% of the offices. "Identify/appraise educational goals or objectives" was ranked by 34% of our respondents as one of their top three in time consumption, checked by an additional 43%, with approximately 23% not involved in this function at all.

Again, while the literature generally acknowledges appraising goals as a basic evaluation activity, in practice there is little consensus about its importance. Scriven has articulated the critical need to evaluate goals and objectives:

> One of the reactions to the threat of evaluation, or perhaps to the use of over-crude evaluation procedures, was the extreme relativization of evaluation research. The slogan became: How well does the course achieve its goal? instead of How good is the course? But it is obvious that if the goals aren't worth achieving then it is uninteresting how well they are achieved...Thus evaluation proper must include, as an equal partner with the measuring of performance against goals, procedures for the evaluation of the goals.[63]

The emphasis on reporting results and the relative unimportance of evaluating goals is an imbalance which school districts could profitably explore and correct.

The range of importance of evaluation activities (in terms of how many respondents rank, check, or don't do) emphasized the variation in evaluation office priorities; that is, we see no consensus that an activity is important or unimportant for everyone.

While not ranked by large numbers of units, several activities are done to varying extents (i.e., they are checked but not ranked).

The item most likely to have this status is "Approve evaluation sections of program proposals" (60%); 12% rank it as a top three time-consuming activity, leaving 28% of our respondents not engaging in this activity at all. While approving evaluation designs could be assumed to be carried out in every evaluation office, our fieldwork experience suggests that when evaluation units are involved in reviewing evaluation sections of proposals, they advise but do not approve. Curriculum or program personnel decide, sometimes with

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[63] Michael Scriven, "The Methodology of Evaluation," in R.W. Tyler, R.M. Gagne, and M. Scriven, eds., Perspectives of Curriculum Evaluation, 1967.

an Office of Federal Program's involvement.

In fact, a typical complaint of school district heads of evaluation is that proposals frequently come to their attention after the proposals have been funded. Our review of evaluation reports and fieldwork suggests that many districts would find it beneficial to examine both the timing (when evaluation offices get involved in assessing programs) and the ability of evaluation personnel to do the job. School districts might also consider evaluation design to be an appropriate activity for expert consultants.

"Comparing the district's achievement test scores with scores outside the district" is also checked by a relatively large proportion of respondents (53%). In addition, 28% rank this activity as one of the top three while 19% do not make these comparisons. Norm-referenced tests, by their nature, make such comparisons, often requiring little additional analysis.

The third item most likely to be checked but not ranked is "Modify programs using evaluation results," a time-consuming activity requiring action throughout the life of programs. Forty-nine percent of our respondents engage in this activity, 12% rank it as a top-three time-consumer, leaving 36% not doing it at all. (This item is discussed in more detail in an earlier paragraph on "formative" evaluation activities.)

"Determine pupil and/or public satisfactions with school or programs" is checked but not ranked by 43% of our respondents, an additional 22% rank it as a top-three time-consumer, and 35% do not provide this information.

The survey item least likely to be an evaluation office operation is "Compare costs/benefits of alternate instructional programs", with just three districts (1%) ranking it, an additional 21% somehow involved, leaving approximately 77% of our respondents not engaged in comparing the costs

and benefits of alternate programs.

Fieldwork and analysis of reports supports the observation made by Provus seven years ago that "information about benefits, costs, and program operations is simply not available."[64] The obvious utility of such analyses has been described by Haller:

> ...evaluation problems concern decisions. Decisions presume the existence of alternatives, and so the purpose of evaluation is to help delineate alternatives and to provide information to help decision makers arrive at more rational choices. Such information, at least in part, necessarily concerns the likely costs of each alternative, which means that evaluators must also have a clear and appropriate conception of the term cost and reasonable procedures for determining costs.[65]

An issue for school districts to consider is the usefulness of cost information included in evaluation work.

The fieldwork suggests that another minor activity of evaluation offices is providing project assessment service. Offices typically respond to a few of the requests from directors of small projects without funds for evaluation. By providing some consulting services, evaluation offices attempt to help other school district personnel in their own assessment efforts, and to "certify" the evaluations which the directors conduct.

In summary, survey and fieldwork data show little agreement among respondents on what constitutes basic evaluation practice or on the priority of various evaluation activities. While two activities (assessment of instructional programs and assessment of student achievement of objectives)

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[64] Provus, Malcolm. Discrepancy Evaluation, 1971.
[65] Haller, Emil. "Cost Analysis for Educational Program Evaluation," in Popham, W. James (ed.), Evaluation in Education, 1974, p.403.

are more frequently ranked by evaluation offices as one of three major activities, there is no consensus that even these assessments are important for all units. The differences in evaluation emphases may reflect dissonance among heads of evaluation, among school districts, or both. Also, fieldwork suggests that while school district evaluation offices typically engage in certain activities (testing is one example) that evaluation offices are heavily defined by the predilections and abilities of directors rather than a systematic analysis of local needs and resources.

The variety of evaluation office priorities reported in the survey is also reflected in their written work. District evaluation reports varied widely in numbers and kinds of evaluation report characteristics. (See Appendix F.) Slightly more than one-third (38%) of the reports described the objectives of the program under study, while fewer than one-fifth (17%) described the program's implementation. The purposes of the evaluation were described by over half (53%); audiences for the evaluation information were identified in 35% of the reports. Most of the work identified program and evaluation participants (70%) and data collection sources (92%). The data collection sources were rated comprehensive enough to answer the evaluation questions in only 46% of the reports, while just 10% described the reliability and validity of the data source. Most reports described data analysis procedures (81%) and evaluation results (97%), and 52% drew conclusions or recommendations from the results. The

congruence of conclusions with information provided, however, was evident in only 28% of the reports. The written presentations of what was done in the evaluation was rated as clear in 65% of the reports.

Development Activities

Our purpose in this section is to get a sense of which kinds of development activities are most likely to be consuming evaluation office resources. Earlier budget information indicated that the average evaluation office allocates 14% of its budget to development. Since these activities are generally expensive, school district evaluation offices do not heavily emphasize development. Ralph Tyler has described "development" in the field of education:

> "...the prupose of development is to devise and perfect the means to accomplish specified ends under certain conditions."[66]

Two items dominate the profile of evaluation office development activities. "Development of evaluation instruments (excluding tests)" was most likely to be ranked as a relatively time-consuming activity (74%), with an additional 13% checking it and 13% of the offices reporting no involvement. (See Figure 22.) "Development of test materials" was the second item most likely to be ranked (62%), with an additional 13% checking it, and 25% of these evaluation offices reporting no involvement.

Our fieldwork explorations confirm an increase in local development of criterion-referenced tests. We have also observed that in those districts where evaluation offices are attempting a direct relationship with instructional renewal, that they are likely to use the development of materials as well as tests as vehicles. Development issues for school districts include: what are appropriate local investments, which school district units are involved, do curriculum people engaged in development

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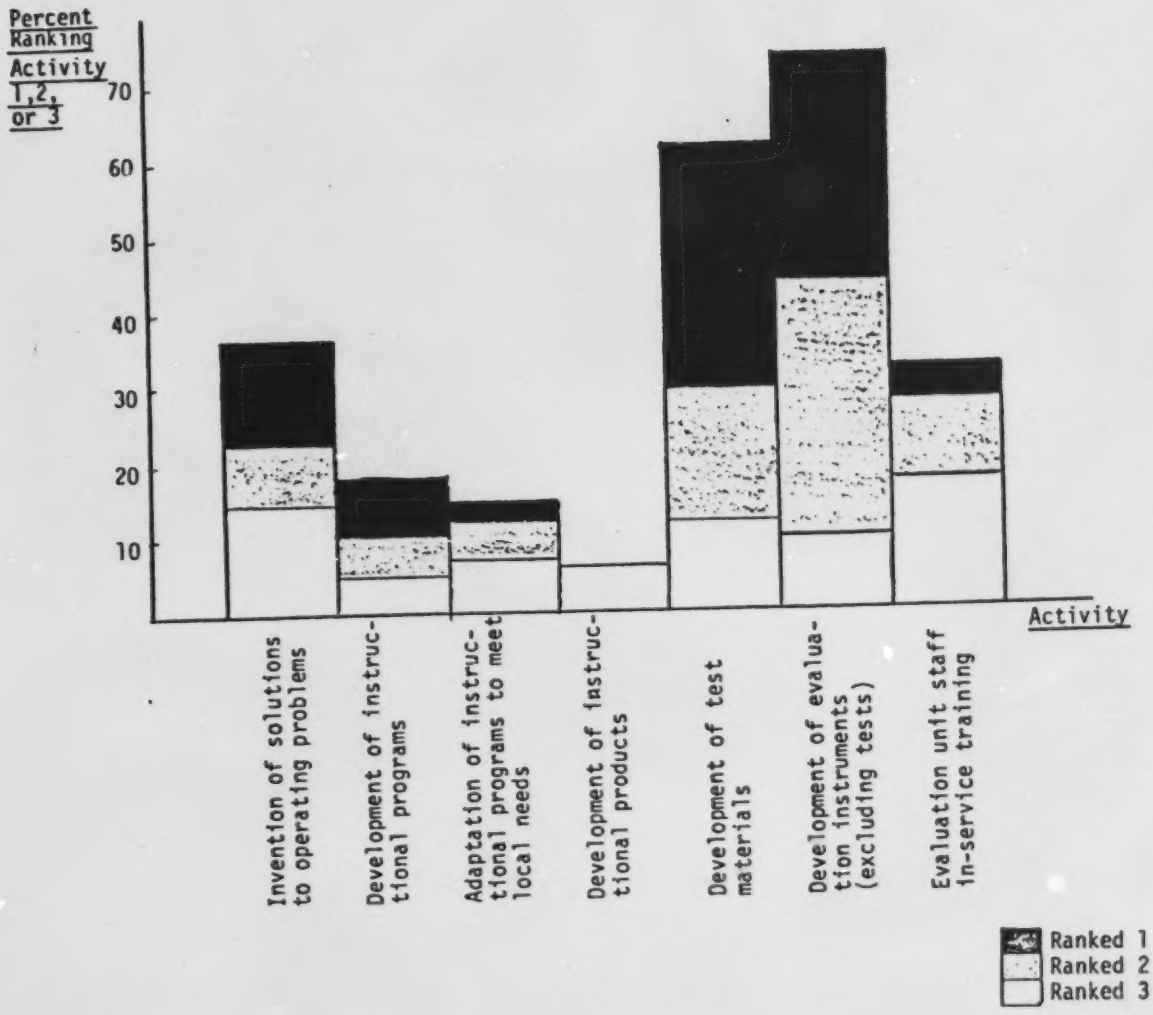
[66] Ralph Tyler, Purposes for Research and Development in Education, 1976, p.1.

Figure 22

EVALUATION OFFICE DEVELOPMENT ACTIVITIES

(n = 222)



interact with the evaluation office?

While development of test materials and evaluation instruments were activities most often ranked number one (by a total of 62% of the respondents), responses indicate that the time allocated to the development or adaptation of instructional programs or products is relatively slight. "Instructional" activities are ranked number one by a total of only 10% of the respondents and are never reported as an activity by 70% to 86% of the districts. The minor relationship between development and instruction is summarized by data showing that items most directly concerned with instruction (Items 2, 3, 4) are least likely to engage evaluation offices.

Testing

Testing is a major evaluation unit commitment; the average unit allocates 27% of its budget to testing (exclusive of testing for research, development and evaluation). Fieldwork suggests that a good portion of the "evaluation" allocation also goes to testing. The purpose of this section is to describe evaluation office responsibilities for districtwide testing programs and the use of test results.

Seventy-one percent of the respondent evaluation units report administering districtwide norm-referenced testing (NRT) programs; 48% administer districtwide criterion-referenced testing (CRT) programs. Our results show that while evaluation offices generally have responsibility for administering testing programs, about one-fourth of the respondent units are not in charge of any districtwide testing. (See also Figure 23.) Note that testing is a shared responsibility in many districts; that is 29%

of respondents report testing programs administered both by the evaluation office and by another unit (in approximately one-third of these, there is separation of responsibility by test type).

Twenty-five percent of respondents described at least one "other" testing activity. In general, these answers either identified specific tests regarding competency or the handicapped, classified testing on a sampling basis as not districtwide, or wanted to distinguish tests from either the norm-referenced or criterion-referenced classifications provided.

The growth of criterion-referenced testing is supported by the results showing a total of 74% of our respondent districts have districtwide criterion-referenced testing programs.[67] The data suggest that testing reform which has focussed on different testing approaches (primarily CRTs) has had more influence than the anti-testing movement. There seems to be some acceptance of Popham's argument that "CRTs will generally be more sensitive to detecting effects of instruction" than NRTs.[68]

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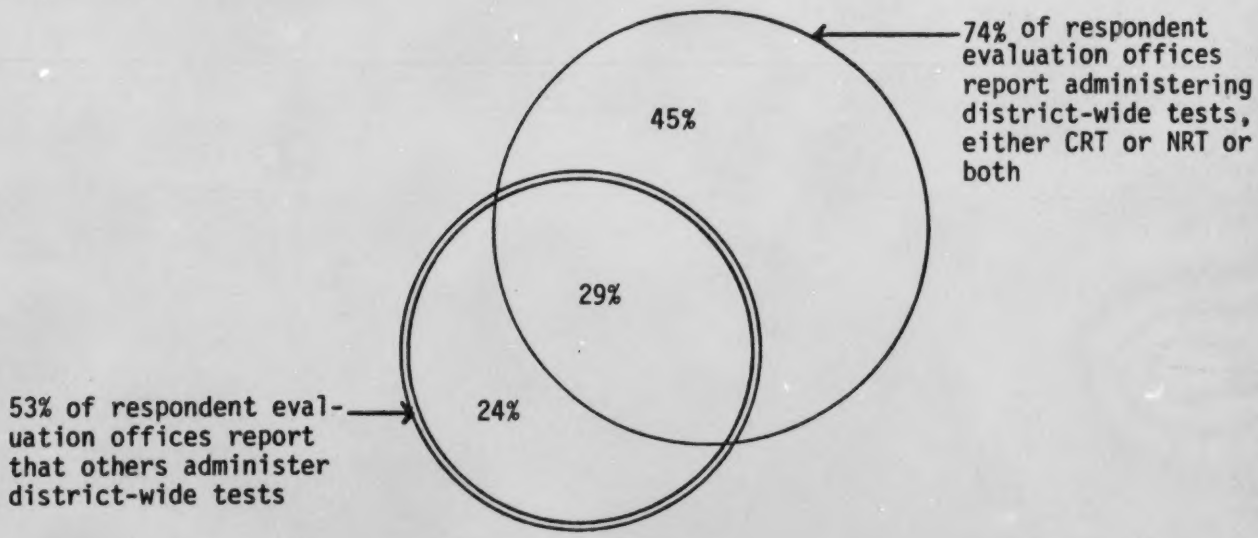
[67] In 1976 a CSE survey of a nationally representative sample of school districts found that 40% were using CRTs. Dotseth, M., Hunter, R., & Walker, C. B., Survey of Test Selectors' Concerns and The Test Selection Process, CSE Report #107 Center for the Study of Evaluation, Los Angeles, 1976. The disparity in CRT use between the Walker survey our results may be due to differences in sample criteria: our survey focuses on districts with enrollments over 10,000, while the Walker study included a large proportion of the very small districts which numerically dominate public education in the United States. Both surveys support the conclusion that many systems have CRT programs.

[68] Popham, W. James. Educational Evaluation. Englewood Cliffs, N.J.: Prentice-Hall, 1975, p.135.

Figure 23
ADMINISTRATION OF DISTRICT-WIDE TESTING PROGRAMS
(n= 227)


74% of respondent evaluation offices report administering district-wide tests, either CRT or NRT or both
45%
29%
24%
53% of respondent evaluation offices report that others administer district-wide tests

Test Use

According to respondents, one of the primary uses of both norm-referenced (NRT) and criterion-referenced (CRT) tests is "evaluating individual student achievement for classroom use," with 79% of districts with NRTs and 84% of those with CRTs reporting such use. Other major uses of NRTs are also similar to those of CRTs: evaluating district programs (83% of NRT users, 64% of CRT users), school programs (77% of NRT users, 60% of CRT users), student achievement for district or state purposes (60%, 51%) and reporting to parents (81%, 63%).

In meeting the requirements of funding agencies, NRTs are used much more frequently (by 71% of NRT users) than CRTs (by 30% of CRT users). Frequently agencies and legislatures reflect what Walker et al call one source of resistance to criterion-referenced measurement:

> ...the belief that scores in the form of percent correct are not meaningful and that only comparative scores like grade level equivalents or percentiles have meaning.[69]

According to respondents, both types of tests are seldom used to evaluate teachers and principals.

For the three uses CRTs are purported to have advantages over NRTs (reports to parents, minimal competency testing, evaluating pupils for classroom use), the overall utilization of CRTs lags behind that of NRTs. (See Figure 24.) Considering only the 167 districts which administer both CRTs and NRTs, we see the employment of both kinds of tests for the same purposes. Districts continue to use norm-referenced tests for purposes for which CRTs may be better suited. As Tyler observes:

> Scores on such norm-referenced tests do not show the extent to which students have learned what the schools have to teach, although many lay persons interpret them this way.[70]

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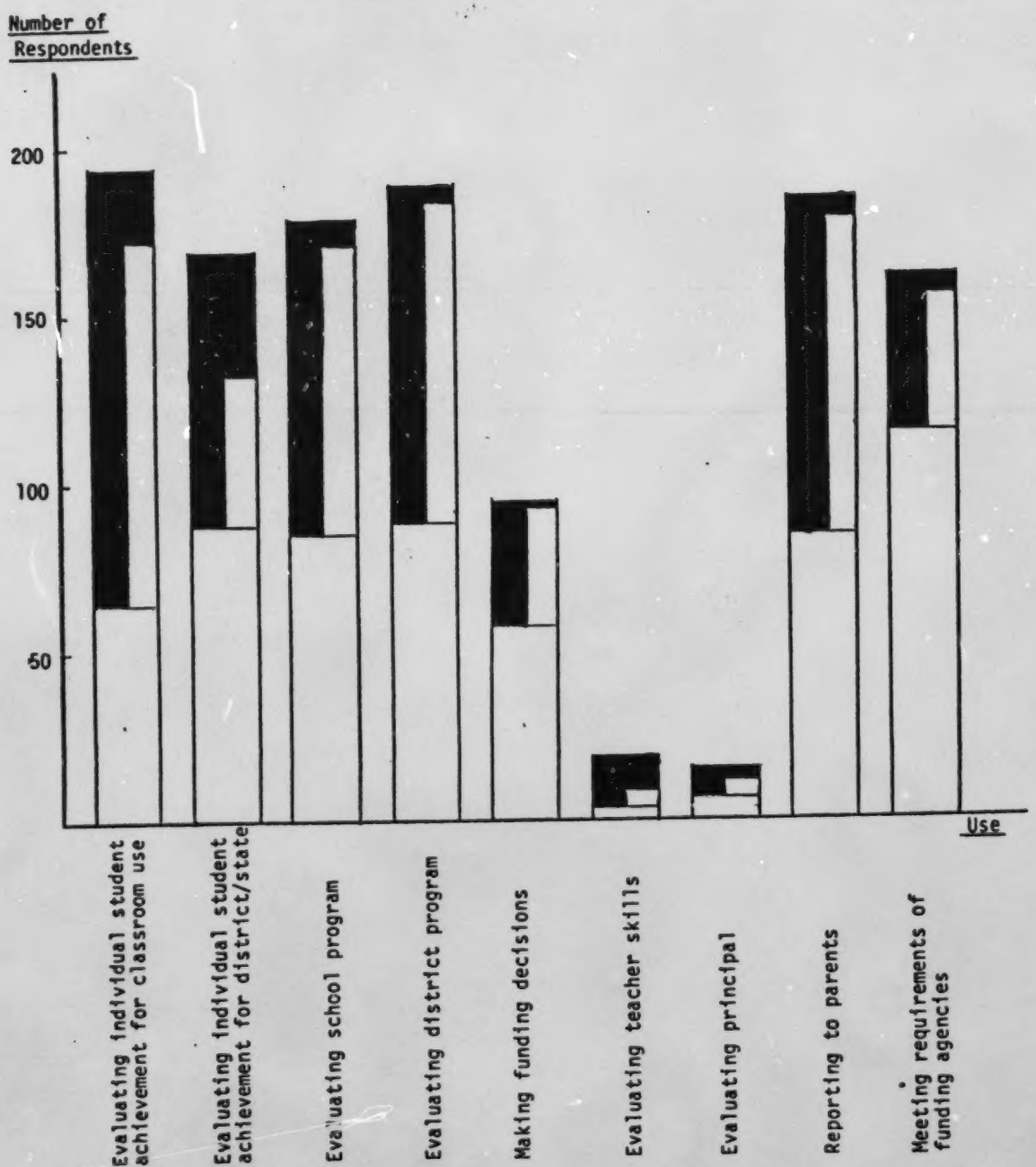
[69] Walker, et al, CSE Criterion Referenced Test Evaluations, In Press, 1978, p.7.

[70] Ralph Tyler, "Fifty Years of Theory and Practice", School Policy, September/October 1977.

Figure 24

USE OF TEST RESULTS IN SCHOOL DISTRICTS[a]



[a] Number of NRT users: 221
Number of CRT users: 158

Clarifying test use is another area where respondent evaluation offices could make a contribution to consumers of public education.

Throughout project fieldwork the testing operations in school districts, even when within an evaluation office, are not integrated into "formative" evaluation processes. Sometimes this isolation is partially a function of an institutionally older operation. Perhaps this lack of synthesis reflects separate attempts to improve evaluation and testing. Three positions on testing come to mind: pro-testing (criterion-referenced instruments)[71], de-emphasising testing (decisionmaking)[72], and anti-testing.[73]

Meanwhile, the survey data and fieldwork confirm the continuing dominance of testing in all activities of evaluation offices, including "program evaluation" activities. School district testing heads are typically quite ready to acknowledge that achievement tests should not be overemphasized in the total evaluation of instruction. What is less apparent in practice is a commensurate concern for costs. Among others, Sirotnik has suggested pupil sampling and item sampling as ways to reduce testing expenditures without losing generalizability.[74]

Project fieldwork suggests that there is an increased effort to distribute test results to instructional personnel in several different forms, including cumulative student records, class list reports, and school summary reports. What is not equally apparent is a concern for the actual use of these data. School district evaluation offices might effectively

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[71] W. J. Popham, Educational Evaluation, 1975.
[72] D. L. Stufflebeam, et al, Educational Evaluation and Decision Making, 1971.
[73] For example, Robert Stake, "Making School Evaluations Relevant," North Central Association Quarterly, Vol. 50, Spring 1976.
[74] K. A. Sirotnik, "Introduction to Matrix Sampling for the Practitioner," in W. J. Popham (Ed.), Evaluation in Education: Current Applications, 1974.

influence the future of diagnostic information by examining current teacher use of available test data. Finally, the practice of year-end reporting of achievement continues to be an unobtrusive measure of evaluation offices' involvement with administrative roles ("accountability") rather than teaching and learning.

EVALUATION UNIT RELATIONSHIPS

Clients

After heads of evaluation offices were asked to describe operations, we requested an estimate of the percentage of time spent in 1977-78 providing services directly to certain groups. The answers to this question surface the relative importance of administrative rather than instructional clients. These data also help to dispel the myth that these offices are dominated by federal/state agencies.

Ranking groups by the time spent providing services to them, the typical (average) evaluation office's client profile is: teachers/principals (32%); superintendent/board members (20%); central office staff (17%); state agencies (11%); federal agencies (10%); parents/local citizen groups (7%) and 2% "Other."[75] While teachers/principals receive the largest single block of evaluation office time, a different profile emerges when the time (39%) spent on instructional clients (teachers/principals and parents/local citizen groups) is compared to the time (59%) spent on administrative clients (superintendents, board members, central office staff, federal/state agencies). (See Figure 25.)

Additionally, the amount of time estimated for instructional consumers is probably overstated. Districtwide achievement testing could be perceived as a service to teachers/principals although our fieldwork

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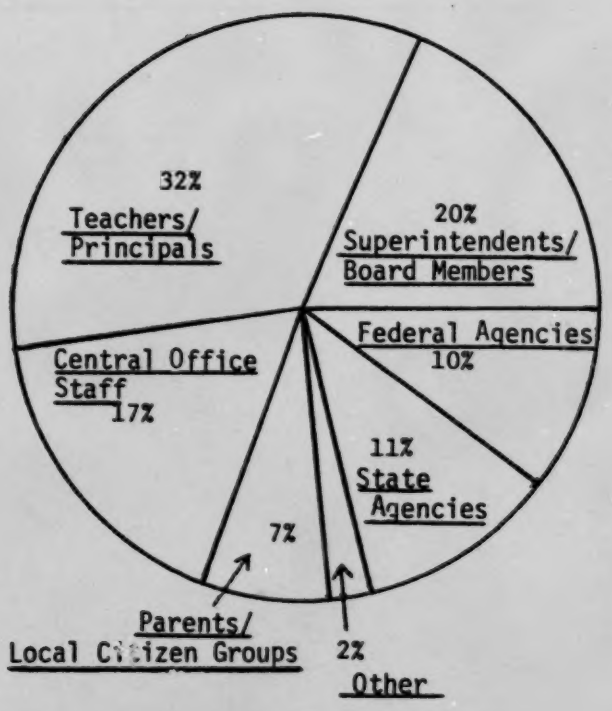
[75] The time spent on instructional clients may actually be overstated to the degree that principals perceive themselves or are perceived as administrators rather than instructional leaders. Note also that it may be difficult for the evaluation head to separate board clients from federal/state consumers because of heavy interaction; this serves as a justification for clumping administrative clients.

Figure 25
PERCENT OF EVALUATION OFFICE TIME TO CLIENTS

(n = 220)



indicates that such a conclusion would be frequently questioned by these clients. Additionally, both local citizen groups and principals interact with evaluation offices most often on administrative information (such as enrollment, attendance, non-public school population...).

The amount of time evaluation offices report spending on federal/state agencies (21%) seems to be relatively proportionate to these agencies' typical contribution to the evaluation office budget (an average of approximately 30%). The complaints that external agency requirements dominate evaluation offices appear to be eclipsed by the reports that districts more often spend less time on these clients than the profile of sources of funding for these offices would indicate. From the survey, then, it would appear that local district evaluation office monies are not used to meet federal/state assessment requirements.

However, there is a wide variation in responses concerning the amount of time serving clients. The greatest variation, that is the least amount of agreement on their relative importance as clients, is found in the teachers/principals category. The range for percent of time serving teachers and principals is 0-95%; 80% of the respondents spend 5-50% of their time this way. Five units spend no time and six spend over 75%. The least amount of variation is found in service to parents or local citizen groups, with respondents generally agreeing on this group's relative unimportance.

The average amount of time serving the superintendent and board seems to vary depending on the organizational location of the evaluation office. Units which report directly to the superintendent and are not classified as "Instruction" spend more time (an average 29%) serving the superintendent

and board than do other units which are classified as instruction and/or do not report directly to the superintendent (14-17%). (See Table 8.) However, service to other individual clients varies only slightly with organizational location.

Use of Evaluation Office Data

The survey asked respondents to describe the client use pattern for data generated by the evaluation office. Generally, administrative rather than instructional personnel are perceived to be users. (See Figure 26.)

Certain school district staff are more likely than other clients to be perceived by the head of the evaluation unit as consistent users: program directors (70%); superintendents (59%); central office staff (59%); and principals (52%). A few clients are most often identified as "sometimes" users: parents and local citizen groups (63%), teachers (61%) and board members (60%). The "rarely" use category was checked much less frequently than the "sometimes" or "consistently" use categories. The three groups most likely to be identified as "rarely" using data are parents or local citizen groups (28%), federal agencies (24%) and board members (18%). Few (12) evaluation units specified "other" users for data.

Although federal agencies require information, in the perceptions of these respondents federal agencies are equally likely to be "sometimes" users (38%) as consistent users (38%) and achieve the second highest "rarely" rating (24%). Of all the potential clients for data, federal agencies drew the widest variety of use designations.

Table 8

AVERAGE TIME SERVING SUPERINTENDENT/BOARD BY ORGANIZATIONAL LOCATION

Location	Mean	S.D.	n
"Instruction" - reports direct to Supt.	13.9%	15.2	7
"Instruction" - one or more intermediaries	17.0%	9.2	54
"Not instruction" - direct to Supt.	29.4%	25.2	53
"Not instruction" - one or more intermediaries	15.1%	12.4	46

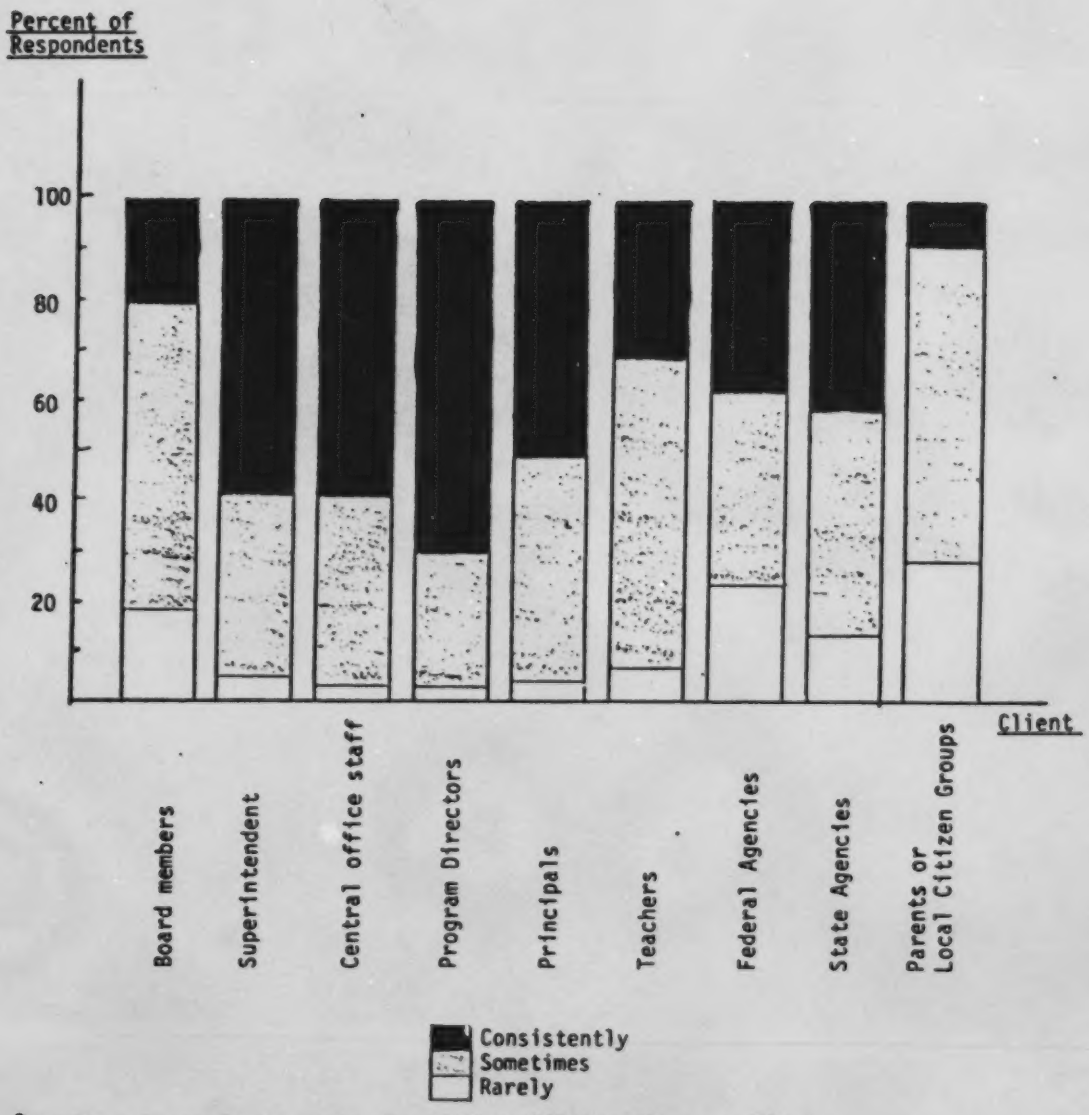
ANOVA

Source	df	MS	F
Between groups	3	2180.3	7.00*
Within groups	156	311.6	

* significant at $\alpha = .01$

Figure 26

CLIENT USE OF EVALUATION PRODUCTS[a]



[a] Number of respondents range from 199 to 226 depending on client.

State agencies have a similar but somewhat higher pattern for data use, being identified as consistent users by 42% of respondents and as "sometimes" users by 44%, but are about half as likely as federal agencies to be identified as "rarely using data" (14%).

Fieldwork shows that there can be different interpretations of data "use." For example, clients may perceive of themselves as consistent users if they just read reports, even when such reports do not influence decisions. Evaluation report utility undoubtedly varies by content; both fieldwork and product analysis suggest that evaluation offices often emphasize the distribution rather than analysis of data.

Evaluation activities are a part of the change process. Fullan describes the dominant approach to change and its results as follows:

> ...the modal process of change, where innovations are developed external to schools and then transmitted to them, has led to no significant change at user level. ...a radical restructuring of the role of the user and a complete reversal of the direction of influence in the process of change are required if effective innovations are to occur.[76]

Such a restructuring for evaluation offices would include different types and levels of interaction between these operations and users.

Other School District Relationships

The purpose of this section is to continue pursuing our understanding of evaluation office relationships in school systems. The survey asks respondents to indicate participation in "other district activities." (See Figure 27.)

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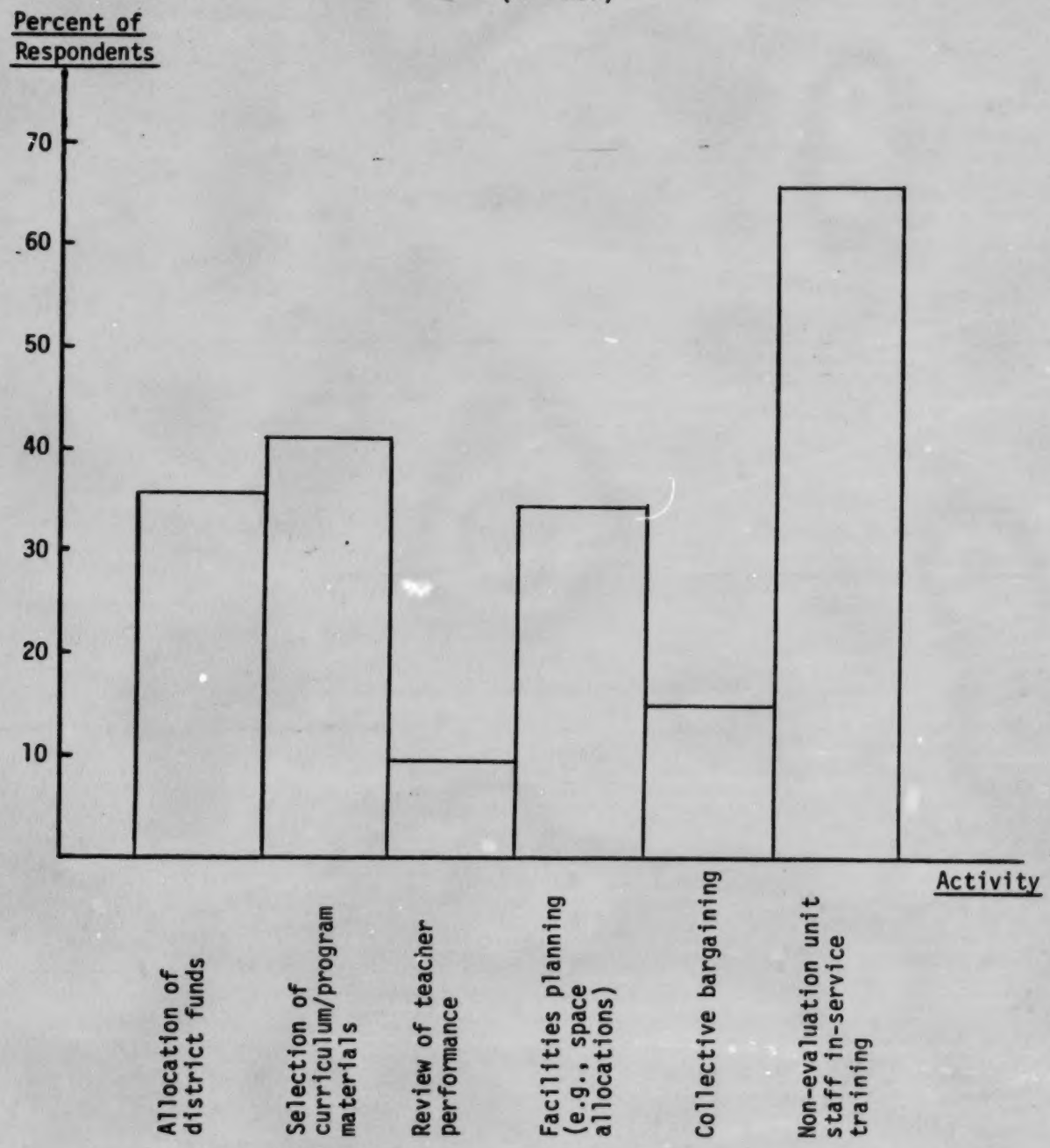
[76] Michael Fullan, "Overview of the Innovative Process and the User", Interchange, Vol. 3, Nos. 2-3 (1972) p.1.

Figure 27

PARTICIPATION OF EVALUATION OFFICE IN OTHER DISTRICT ACTIVITIES

(n = 227)



Fewer than half of the respondents (42%) take part in "selection of curriculum/materials." This statistic is consistent with other survey data and fieldwork experiences suggesting that the evaluation offices's relationship with instruction is usually quite minimal.[77]

Cohen points out that "Program evaluations are widely reported to have little effect on school decisions..."[78] Consistently only 37% of respondents report taking part in the "allocation of district funds," the survey's proxy for decisionmaking:

> Decisionmaking, of course, is a euphemism for the allocation of resources--money, position, authority, and so on.[79]

The project's understanding of decisionmaking is in accord with Connelly's view of organizations as complex, decision-related communication networks. We see the focus for evaluation-and-decision-making to be broadly defined, a part of "decision processes" rather than "decision events."[80] Future analysis will concentrate on those district evaluation offices participating in the allocation of funds; one proposition to be explored is that testing activities provide a vehicle for evaluation offices to take part in other school district functions.

While previous data regarding clients and use suggest a stronger connection with administrative than with instructional processes, this involvement apparently does not carry over to other school district operations, such as collective bargaining. Only 15% participate in collective bargaining.[81]

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[77] Further analysis focusing on offices having greater than typical linkage with instruction will include these units checking that they do participate in the selection of curriculum/materials.

[78] David K. Cohen and Michael S. Garet, "Reforming Educational Policy with Applied Social Research," Harvard Educational Review, February 1975.

[79] David K. Cohen, "Politics and Research," Review of Educational Research, 1970.

[80] Connelly, Terry. "Information Processing and Decision Making in Organization."

[81] This group would be particularly interesting to follow up for information about evaluation offices apparently having unusual involvement in other school district activities.

Respondents are more likely to be involved in facilities planning (34%); but this reflects one use of demographic data collected for a variety of purposes.

The single activity showing the highest evaluation office participation is "Non-evaluation unit staff in-service training" (67%). Our fieldwork has consistently identified this work as informing teachers, parents et al about test administration and interpretation.

Previous analysis also provides a context for understanding that evaluation offices typically do not relate to other administrative or instructional functions in school districts. Staff, rather than line, authority often makes the evaluation office less than equal to most other school district units while reports are a major vehicle for evaluation office communication, there is an absence of analysis, suggestions, recommendations, alternative approaches, cost information in these documents. Then, too, evaluation offices typically are allocated a small percentage of the district budget. It would be surprising to find any organizational unit with all these characteristics typically participating in institutional decisionmaking or influencing other operations.

OPINIONNAIRE

Advice on Starting an Evaluation Office

We asked heads of evaluation offices, "Based on your experiences, what advice would you give to a school district interested in starting a new evaluation unit?" A variety of responses were given. Seventy-eight percent of respondents mentioned at least one resource topic (budget, personnel), 35% mentioned organizational issues (reporting relationships, autonomy), 30% identified planning activities (formulate objectives, limit scope of unit).

Increasing Unit Effectiveness

Then the survey asked "What do you think would increase the effectiveness of this evaluation unit?"; a list of thirteen items was given for checking or ranking. Two resource items received the most consistent mention: "Additional staff members" and "Increased access to computer time and programs." Two-thirds of the respondents either ranked or checked each of these two items; in addition, these two resources were ranked #1 ("most important") by more respondents (35%, 11%) than were other items. (See Figure 28.)

Fieldwork visits found that computer capacity, location, and access in school systems is a problem for evaluation personnel. Computer services are often geared for handling rather routine administrative requests (accounting applications); available programs are often not flexible enough nor are computer staff able to meet the varied and complex needs of the evaluation unit. Other complaints include problems with timeliness and accuracy of data and evaluation office priority on the computer.

Figure 28

METHODS OF INCREASING EVALUATION OFFICE EFFECTIVENESS

(n = 217)

Percent Ranking Activity 1, 2, or 3
60
50
40
30
20
10
Information about effective school district evaluation practices
Training materials for evaluation unit staff development
Communication to teachers & principals
Increased access to computer time and programs
Evaluation instruments for assessing unit and staff
Additional professional staff members
Communication to supt and school board
Resolution of quasi-experimental design limitations
Increased availability of specialized tests
Increased unit autonomy and self-direction
Reorganization of eval unit within school district
Internal evaluation unit reorganization
Information about staff skills required for evaluation units
Method
Ranked 1
Ranked 2
Ranked 3

Only one other item was mentioned (either checked or ranked) by more than half of the evaluation units as being a way to improve the unit: acquiring "Information about effective school district evaluation practices." However, this item was ranked #1 ("most important") by only 7%. Most respondents perceived this kind of information to be of less importance than the previous two resource items.

By neither checking nor ranking them, respondents also agreed that the following items would not increase the effectiveness of their unit:

- Internal evaluation unit reorganization (79% neither ranking nor checking)
- Information about staff skills required for evaluation units (75%)
- Increased unit autonomy and self-direction (75%)
- Evaluation instruments for assessing unit and staff (70%)
- Resolution of quasi-experimental design limitations (72%)

When the survey items regarding effectiveness are grouped by topics (Resources, Communication, Organization, Instruments, and Staff Development),[82] improving resources is more important than changes in other areas. After "Resources" there is a considerable drop in importance to the next category (Communications) with the three remaining groups even lower in terms of being ranked or checked.

Conflict/Ambiguity

To what degree is organizational conflict and ambiguity important in the lives of evaluation directors.

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[82] Survey question "OPINIONNAIRE-2" items grouped as follows: Resources (items 6, 8, 9), Communication (2, 7), Organization (5, 12, 13), Instruments (4, 10, 11), Staff Development (1, 3).

Generally, school districts are known to be organizations in the throes of conflict. March and Olsen have this to say about ambiguity:

> All organizations confront elements of ambiguity in decisionmaking. For some organizations ambiguity is a dominant condition. In particular, ambiguity is a major feature of decisionmaking in most public and educational organizations...[83]

However, when we asked heads of evaluation offices about their organizational situations, low-ambiguous, low-conflict experiences dominated (Figure 29). Some respondents do report conflict concerning the level of resources: 66% agreed with "I receive assignments without the manpower to complete them," 52% agreed with "I receive assignments without adequate resources and materials to execute them." In the context of responses to other survey questions and the opinionnaire series, we have interpreted the 55% agreement with "I have to do things that should be done differently," to be another way of complaining about resources.

The lack of other strong conflict responses suggests that directors of evaluation offices generally agree with prevailing practices in school district evaluation offices, including the narrow evaluation focus (summative rather than formative) and the reliance on testing as the means of collecting information reported in other survey items. Implicitly the heads of evaluation agree on administrative rather than instructional priorities for evaluation in public education. Reasons for this will be more thoroughly explored in later work.

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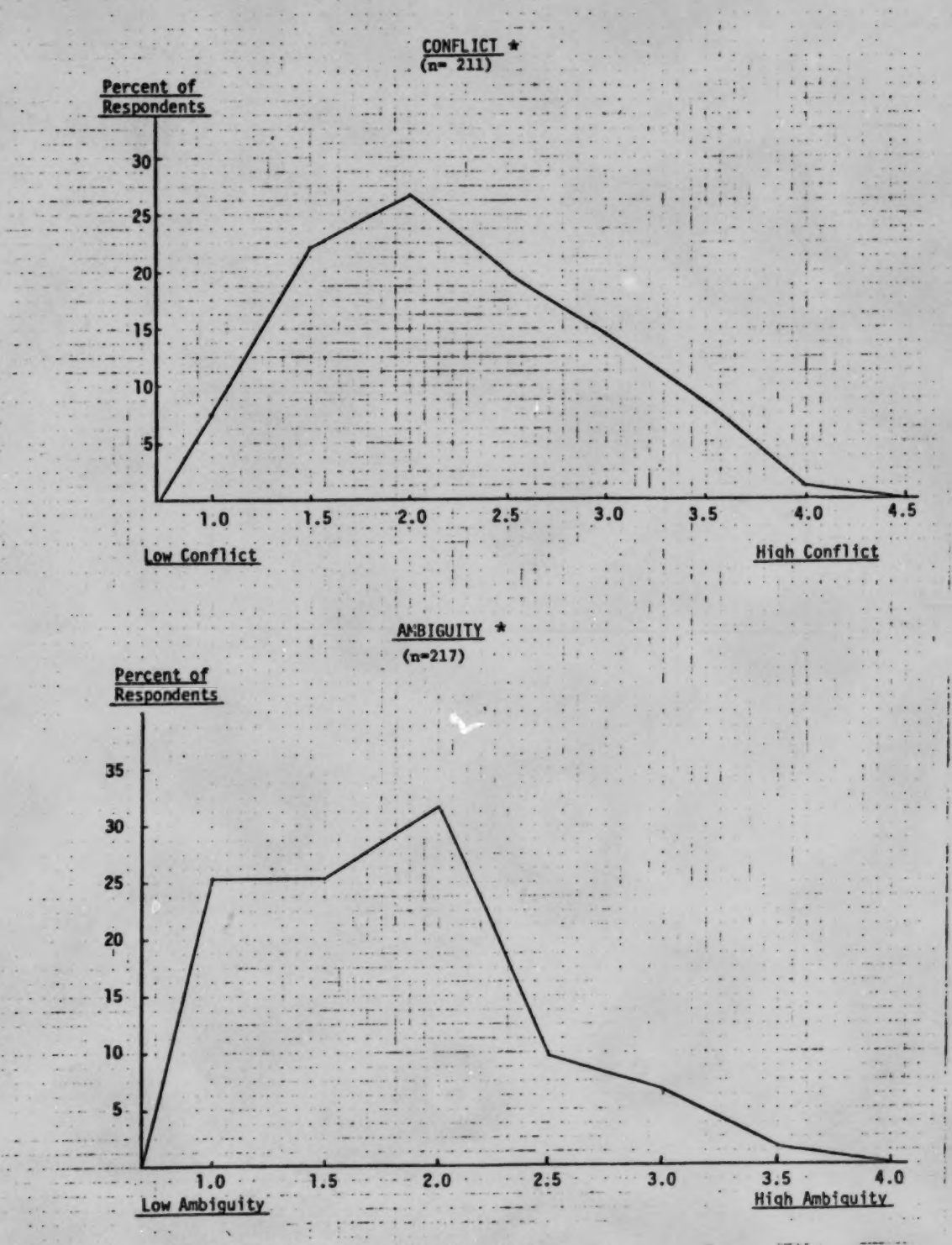
[83] James G. March and Johan P. Olsen, Ambiguity and Choice in Organizations, 1976.

Figure 29

DISTRIBUTION OF TOTAL CONFLICT/AMBIGUITY RESPONSES



* The horizontal axes reflect the average of a respondent's answers across conflict-related items (a,c,f,i,j,k) or across ambiguity-related items (b,d,e,g,h) on Survey question OPINIONNAIRE #3.

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APPENDICES

A -- Summary Statistics

B -- Identification of Survey Population

C -- Survey Packet

D -- Non-Respondent Tables

E -- Reliability Tables

F -- Evaluation Report Results

APPENDIX A -- SUMMARY STATISTICS

SURVEY OF PUBLIC SCHOOL DISTRICT EVALUATION UNITS

MEDIUM, LARGE, AND METROPOLITAN DISTRICTS

EVALUATION ORGANIZATION

1. When was the District's first evaluation unit established? (n = 218)

_____(year)

Mean	S.D.	Median	Mode
1968	11	1971	1974

2. Was the District's first evaluation unit established in direct response to federal/state evaluation requirements? (n = 222)

[ ] Yes
[ ] No

	%	#
YES	27.9	62
NO	72.1	160

EVALUATION UNIT BUDGET

1. What is your total evaluation unit budget for 1977-78? (n = 213)

$_____

Mean	S.D.	Median	Mode
$232,192	$468,054	$88,750	$10,000

2. For 1977-78, please estimate the percentage of the school district's budget that is allotted to the evaluation unit. (n = 209)

_____%

Mean	S.D.	Median	Mode
.38%	.50%	.24%	.20%

3. For 1977-78, please estimate the percentage of the evaluation unit operating (non-capital) budget that comes from each of the following sources: (n=215)

Source	Percent	Mean	S.D.	Median	Mode
Local school district	_____%	65.4%	33.4%	69.6%	100.0%
State government	_____%	14.9	19.9	0.5	0.0
Federal government	_____%	18.0	24.4	5.1	0.0
Private foundations	_____%	0.1	0.7	0.0	0.0
Other (specify):_____	_____%	0.8	6.4	0.0	0.0
TOTAL	100%				

4. For 1977-78, please estimate the percentage of the annual evaluation unit budget that is spent on each of the following activities: (n = 217)

Expense	Percent	Mean	S.D.	Median	Mode
Research	_____%	11.5%	13.9%	9.5%	10.0%
Development	_____%	13.8	16.3	9.8	0.0
Evaluation	_____%	40.5	28.4	34.8	20.0
Testing (exclusive of testing for research, development, and evaluation)	_____%	27.2	27.4	20.0	0.0
Other (specify): _____	_____%	6.3	15.9	0.2	0.0
TOTAL	100%				

BUDGET - continued

5. In 1976-77, approximately what percentage of the total evaluation unit budget was spent on external consultants? (n = 211)

_____%

Mean	S.D.	Median	Mode
3.3%	8.3%	0.0%	0.0%

6. Is the 1977-78 evaluation unit budget adequate to meet federal, state, and local requests for evaluation activities? (n = 218)

[ ] Yes
[ ] No

	%	#
YES	50.9	111
NO	49.1	107

EVALUATION UNIT PERSONNEL

1. What is the salary range for the position of evaluation unit head? (n = 210)

From $ _____ to $ _____

	Mean	S.D.	Median	Mode
Lower Limit	$23,710	$5,159	$23,375	$22,000
Upper Limit	28,962	5,160	29,192	30,000

2. Before becoming head of evaluation, which of the following positions did you hold? (Check all that apply.) (n = 225)

		%	#
[ ]	1. Principal	29.8	67
[ ]	2. Elementary/secondary teacher	57.8	130
[ ]	3. School counselor	16.0	36
[ ]	4. District evaluation staff	22.2	50
[ ]	5. Central office staff (specify): _____	46.7	105
[ ]	6. Non-school district evaluation staff (e.g., state evaluator, evaluator for private firm)	12.0	27
[ ]	7. University teacher/researcher	30.7	69
[ ]	8. Other (specify): _____	22.2	50

3. What was your major area of academic training? (Check one.) (n = 203)

		%	#
[ ]	1. Administration	30.0	61
[ ]	2. Psychology	9.4	19
[ ]	3. Curriculum	9.4	19
[ ]	4. Research/statistics/measurement	14.3	29
[ ]	5. Elementary or secondary education	11.3	23
[ ]	6. Evaluation	2.5	5
[ ]	7. Educational psychology	12.3	25
[ ]	8. Other (specify): _____	10.8	22

4. As part of your undergraduate or graduate work did you take any courses in evaluation? (n = 224)

[ ] Yes
[ ] No

	%	#
YES	85.7	192
NO	14.3	32

5. What is the highest degree of the district's superintendent and of the evaluation unit head?

Superintendent (n = 222)			(n = 224) Evaluation Unit Head
[ ]	1.	Doctorate.	[ ]
[ ]	2.	Master's	[ ]
[ ]	3.	Bachelor's	[ ]

Superintendent		E. U. Head	
%	#	%	#
69.8	155	68.8	154
28.4	63	30.4	68
1.8	4	0.9	2

PERSONNEL - continued

6. How many full-time professional staff members are there in your evaluation unit? (n = 226)

_____(number of persons)

Mean	S.D.	Median	Mode
5.4	10.6	1.9	1.0

7. Are the evaluation unit's personnel resources adequate to meet current demands for evaluation unit activities? (n = 226)

[ ] Yes (Go to next section.)
[ ] No (Go to item 8.)

	%	#
YES	31.9	72
NO	68.1	154

8. If you replied "no" to item 7, what are the major personnel problems regarding professional staff? Check only those that apply. (n = 154)

		%	#
[ ]	1. Too few staff	94.2	145
[ ]	2. Too high a rate of staff turnover	4.5	7
[ ]	3. Limited technical abilities of staff	18.2	28
[ ]	4. Limited organizational or interpersonal skills of staff	7.8	12
[ ]	5. Low salaries	11.7	18
[ ]	6. Other (specify): _____	15.6	24

EVALUATION UNIT FUNCTIONS

1. In 1977-78, has the evaluation unit collected information on any of the following subjects? Please check only those that apply, then rank order THREE of the items checked, beginning with "1" for the evaluation activity taking the most time, "2" for the activity taking the next most time, etc. (n = 227)

Check (Activity)	Rank (Time Spent)			Ranked 1	Ranked 2	Ranked 3	Ranked 1,2,3	Checked, Not Ranked
[ ]	[ ]	1.	Student achievement	74.4	15.9	4.4	94.7	4.4
[ ]	[ ]	2.	Relationship between student socio-economic status and achievement	1.3	7.9	8.4	17.6	31.7
[ ]	[ ]	3.	Language dominance of students	1.8	12.3	10.6	24.7	22.5
[ ]	[ ]	4.	Teacher length of service	-	-	1.3	1.3	18.1
[ ]	[ ]	5.	Student socio-economic characteristics	-	2.2	7.5	9.7	30.4
[ ]	[ ]	6.	Age of school buildings	-	0.9	4.0	4.9	15.9
[ ]	[ ]	7.	Handicapped students	0.9	10.6	5.7	17.2	30.0
[ ]	[ ]	8.	Student participation in extra-curricular activities	-	0.9	1.8	2.7	15.4
[ ]	[ ]	9.	Relationship between school/classroom characteristics and student achievement	2.2	15.0	8.4	25.6	15.9
[ ]	[ ]	10.	Relationship between students' race/ethnic background and achievement progress	-	3.1	13.2	16.3	23.8
[ ]	[ ]	11.	Other (specify): _____	9.7	16.7	11.5	37.9	10.6
[ ]	[ ]	12.	Other (specify): _____	6.2	8.4	7.9	22.5	10.6
[ ]		13.	None of the above	-	-	-	-	0.9

FUNCTIONS - continued

2. Listed below are some possible methods an evaluation unit might use to collect information. Please check only those methods that your office used in 1977-78, then rank order THREE of the methods checked, beginning with "1" for the method taking most time, "2" for the method taking the next most time, etc. (n = 227)

Check (Activity)	Rank (Time Spent)		Ranked 1	Ranked 2	Ranked 3	Ranked 1,2,3	Checked, Not Ranked
[ ]	[ ]	1. Testing	75.3	13.2	5.7	94.2	4.4
[ ]	[ ]	2. Classroom observation	5.7	11.9	20.3	37.9	22.5
[ ]	[ ]	3. Survey questionnaires	13.2	58.6	17.2	89.0	4.8
[ ]	[ ]	4. Interviews	2.2	9.7	31.3	43.2	22.0
[ ]	[ ]	5. Other (specify): _____	2.2	3.1	4.8	10.1	8.4
[ ]		6. None of the above	-	-	-	-	-

3. Listed below are some possible unit evaluation activities. Please check only those services your office provided in 1977-78. Then rank order THREE of the items checked, beginning with "1" for the evaluation activity taking most time, "2" for the activity taking next most time, etc. (n = 227)

Check (Activity)	Rank (Time Spent)		Ranked 1	Ranked 2	Ranked 3	Ranked 1,2,3	Checked, Not Ranked
[ ]	[ ]	1. Assess the results or worth of instructional programs	34.4	20.7	14.5	69.6	18.5
[ ]	[ ]	2. Identify/appraise educational goals or objectives	8.8	13.7	11.9	34.4	42.7
[ ]	[ ]	3. Assist in the selection of instructional programs	0.9	3.1	3.1	7.1	38.8
[ ]	[ ]	4. Check that implementation conforms to program specification	3.5	8.4	8.8	20.7	42.3
[ ]	[ ]	5. Modify programs using evaluation results	0.9	5.7	7.9	14.5	49.3
[ ]	[ ]	6. Approve evaluation sections of program proposals	-	4.4	7.5	11.9	59.9
[ ]	[ ]	7. Determine pupil and/or public satisfactions with school or programs	3.5	6.6	12.3	22.4	42.7
[ ]	[ ]	8. Compare costs/benefits of alternate instructional programs	-	0.4	0.9	1.3	21.1
[ ]	[ ]	9. Assess student achievement of objectives	31.7	18.9	15.4	66.0	25.1
[ ]	[ ]	10. Compare the district's achievement test scores with scores outside the district	7.9	11.0	8.8	27.7	53.3
[ ]	[ ]	11. Other (specify): _____	3.5	0.9	0.4	4.8	2.6
[ ]		12. None of the above	-	-	-	-	-

4. Who evaluates the district's federal, state, and locally funded instructional programs? Check all that apply.

State/federal funded programs (n = 223)		Locally funded programs (n = 210)	State/federal funded programs %	State/federal funded programs #	Locally funded programs %	Locally funded programs #
[ ]	Evaluation unit.	[ ]	76.2	170	91.0	191
[ ]	Other district unit or personnel specify _____	[ ]	43.0	96	36.2	76
[ ]	Non district evaluators.	[ ]	40.8	91	12.9	27
[ ]	No state or federally funded programs		0.9	2		

FUNCTIONS - continued

5. Listed below are some possible evaluation unit development activities. Please check only those services which your office provided in 1977-78. Then rank order THREE of the items checked beginning with "1" for the activity taking most development time, "2" for the activity taking next most time, etc. (n = 222)

Check (Activity)	Rank (Time Spent)		Ranked 1	Ranked 2	Ranked 3	Ranked 1,2,3	Checked, Not Ranked
[ ]	[ ]	1. Invention of solutions to operating problems	13.1	8.1	14.4	35.6	13.5
[ ]	[ ]	2. Development of instructional programs	7.2	5.4	5.0	17.6	12.2
[ ]	[ ]	3. Adaptation of instructional programs to meet local needs	2.3	5.9	7.2	15.4	14.4
[ ]	[ ]	4. Development of instructional products	0.5	1.4	4.5	6.4	7.2
[ ]	[ ]	5. Development of test materials	32.0	18.9	11.3	62.2	13.1
[ ]	[ ]	6. Development of evaluation instruments (excluding tests)	29.7	34.2	9.9	73.8	13.1
[ ]	[ ]	7. Evaluation unit staff in-service training	3.2	11.3	17.1	31.6	29.3
[ ]	[ ]	8. Other (specify): _____	5.0	1.8	3.6	10.4	1.8
[ ]		9. None of the above	-	-	-	-	1.8

6. Please estimate the percentage of time the evaluation unit spends on activities for each school level. (n = 222)

	Percent	Mean	S.D.	Median	Mode
1. Early Childhood and Elementary....	____%	45.6%	21.0%	40.4%	50.0%
2. Intermediate.....	____%	26.3	13.7	29.5	30.0
3. Secondary.....	____%	27.0	17.5	25.0	20.0
TOTAL	100%				

7. Listed below are some possible districtwide testing activities. Please check those testing programs administered in this school system. (n = 227)

		%	#
[ ] 1.	Districtwide norm-referenced testing program administered by the evaluation unit	71.4	162
[ ] 2.	Districtwide norm-referenced testing program NOT administered by the evaluation unit	38.8	88
[ ] 3.	Districtwide criterion-referenced testing program administered by the evaluation unit	47.6	108
[ ] 4.	Districtwide criterion-referenced testing program NOT administered by the evaluation unit	36.6	83
[ ] 5.	Other (specify test and administrator): _____	25.1	57
[ ] 6.	Other (specify test and administrator): _____	7.9	18
[ ] 7.	None of the above (skip item 8)	-	-

FUNCTIONS - continued

8. If a norm-referenced or criterion-referenced testing program is administered districtwide in this school system, how are the results actually used?

Norm-referenced (n = 221) / Criterion-referenced (n = 158)	Norm-referenced %	Norm-referenced #	Criterion-referenced %	Criterion-referenced #
[ ] 1. Evaluating teacher skills	3.2	7	8.3	14
[ ] 2. Evaluating individual student's achievement for classroom use (e.g., initial student placement, passing students from grade to grade)	78.7	174	84.2	133
[ ] 3. Evaluating individual student's achievement for district or state purposes (e.g., minimal competancy establishment)	59.7	132	51.3	81
[ ] 4. Evaluating principal	5.9	13	5.1	8
[ ] 5. Evaluating school program	76.9	170	59.5	94
[ ] 6. Evaluating district program	82.8	183	63.9	101
[ ] 7. Making funding decisions	41.2	91	23.4	37
[ ] 8. Reporting to parents	80.5	178	63.3	100
[ ] 9. Meeting requirements of funding agencies	70.6	156	30.4	48
[ ] 10. Other (specify): _____	6.8	15	5.1	8
[ ] 11. None of the above	-	-	1.1	2

EVALUATION UNIT RELATIONSHIPS

1. For 1977-78, please estimate the percentage of time the evaluation unit spends providing services directly to the following groups: (n = 220)

	Mean	S.D.	Median	Mode
1. Superintendents and board members	19.8%	18.2%	14.9%	10.0%
2. Parents or local citizen groups	6.6	6.2	5.1	5.0
3. Teachers or principals	32.3	21.2	29.6	20.0
4. Federal agencies	10.0	11.6	5.4	0.0
5. State agencies	11.4	11.5	9.8	10.0
6. Central office staff	17.3	14.2	14.9	10.0
7. Other (specify): _____	1.7	7.8	0.1	0.0
TOTAL 100%				

2. Does the evaluation unit take part in any of the following activities? Check only those that apply. (n = 227)

	%	#
[ ] 1. Allocation of district funds	36.6	83
[ ] 2. Selection of curriculum/program materials	42.3	96
[ ] 3. Review of teacher performance	9.7	22
[ ] 4. Facilities planning (e.g., space allocations)	33.9	77
[ ] 5. Collective bargaining	14.5	33
[ ] 6. Non-evaluation unit staff in-service training	66.5	151
[ ] 7. Other (specify): _____	7.0	16

RELATIONSHIPS - continued

3. Are data generated by the evaluation unit used by school district participants? Circle "1" if the participants rarely use data; "2" if they sometimes use it; and "3" if they consistently use it.

	Rarely	Sometimes	Consistently	Rarely	Sometimes	Consistently	n
Superintendent	1	2	3	4.9%	36.3%	58.8%	226
Principals	1	2	3	3.6	44.4	52.0	225
Board members	1	2	3	17.6	60.4	22.1	222
Parents or local citizen groups	1	2	3	28.2	63.4	8.5	213
Teachers	1	2	3	6.8	61.3	32.0	222
Central office staff. . .	1	2	3	2.7	38.6	58.7	223
Federal agencies.	1	2	3	24.1	37.7	38.2	199
State agencies	1	2	3	13.7	44.1	42.2	204
Program Director.	1	2	3	2.5	27.2	70.3	202
Other(specify): _____	1	2	3	12.5	25.0	62.5	8
Other (specify): _____	1	2	3	-	25.0	75.0	4

SCHOOL DISTRICT CHARACTERISTICS

1. What is the approximate percentage of students in each of the following ethnic groups? (n = 221)

	Mean	S.D.	Median	Mode
Black, not of Hispanic Origin.... _____%	19.0%	22.9%	10.3%	1.0%
American Indian or Alaskan native _____%	0.7	1.2	0.3	0.0
Asian or Pacific Islander..... _____%	1.4	2.3	0.7	0.0
Hispanic..... _____%	8.8	15.2	2.4	0.0
White, not of Hispanic origin.... _____%	69.8	25.9	77.6	99.0
TOTAL 100%				

2. In 1977-78, what is your school district's total assessed valuation per pupil? (n = 159)

$ _____

A range from $100 to $92,700 suggests there is inconsistency in either the interpretation or calculation of assessed valuation per pupil.

3. In 1977-78, what percentage of your student enrollment is eligible for free lunch services? (n = 192)

_____%

Mean	S.D.	Median	Mode
26.4%	20.1%	22.5%	10.0%

4. On the basis of recently available nationally-normed standardized achievement test data, please estimate the percentage of elementary school students in each of the following categories in reading. Check here ( ) if no district elementary schools and go on to item 5. (n = 195)

	Mean	S.D.	Median	Mode
Top Quartile (76th to 100th percentile)..... _____%	23.2%	11.5%	24.0%	10.0%
Third Quartile (51st to 75th percentile).... _____%	27.5	10.0	26.6	25.0
Second Quartile (26th to 50th percentile)... _____%	26.4	9.4	25.1	30.0
Bottom Quartile (1st to 25th percentile).... _____%	22.5	11.8	20.5	20.0
100%				

CHARACTERISTICS - continued

5. During the 1977-78 school year, have any of the following activities been in continuing operation in your school district? Check only those that apply. (n = 227)

		%	#
[ ]	Management information system (MIS)	26.0	59
[ ]	Program budgeting (PPBS)	34.8	79
[ ]	Policy analysis	23.3	53
[ ]	Computer data processing	84.6	192
[ ]	Program Evaluation and Review Technique (PERT)	18.1	41
[ ]	Zero-based budgeting (ZBB)	17.2	39
[ ]	Management by objectives (MBO)	58.1	132
[ ]	Other (specify): _____	3.1	7

6. To what extent are there written school board policies in the following areas? Check column (1) if little or no policy, column (2) if there are general guidelines only, or column (3) if there is a detailed policy.

	Little/No Policy (1)	General Guidelines (2)	Detailed Policy (3)	n	Little/No Policy	General Guidelines	Detailed Policy
Student conduct in classrooms	[ ]	[ ]	[ ]	222	4.5%	51.8%	43.7%
Introduction of instructional innovations	[ ]	[ ]	[ ]	215	28.4	52.1	19.5
Type of curricular materials to be used	[ ]	[ ]	[ ]	212	17.0	64.2	18.9
Student conduct on school grounds	[ ]	[ ]	[ ]	215	5.6	46.0	48.4
Instructional methods teachers use	[ ]	[ ]	[ ]	217	49.3	47.9	2.8
Criteria used in evaluating student learning	[ ]	[ ]	[ ]	213	31.5	54.0	14.6

7. What is the school system's total operating budget for 1977-78? (n = 209)

$ _____

Mean	S.D.	Median	Mode
$89,087,000	$233,762,000	$39,500,000	$26,000,000

OPINIONNAIRE

1. Based on your experiences, what advice would you give to a school district interested in starting a new evaluation unit? (n = 209)

(1) _____

_____

(2) _____

_____

(3) _____

_____

*(1) Resources (177): for example, qualified professional staff (64); adequate funding (49)

(2) Organizational issues (80): for example, report directly to superintendent (29); have autonomy (26)

(3) Goals (77)

* Respondents could be counted more than once in each category.

OPINIONNAIRE - continued

2. What do you think would increase the effectiveness of this evaluation unit? Check only those that apply. Then rank order the THREE most critical, beginning with "1" for the most critical, "2" for the next most critical, etc. (n = 217)

Check	Rank		Ranked 1	Ranked 2	Ranked 3	Ranked 1,2,3	Checked, Not Ranked
[ ]	[ ]	1. Training materials for evaluation unit staff development	0.5%	4.6%	7.4%	12.5%	23.5%
[ ]	[ ]	2. Communication to the superintendent and school board	8.3	9.2	5.5	23.0	17.5
[ ]	[ ]	3. Information about staff skills required for evaluation units	1.4	4.1	0.9	6.4	18.9
[ ]	[ ]	4. Evaluation instruments for assessing unit and staff	1.4	1.8	1.8	5.0	25.3
[ ]	[ ]	5. Internal evaluation unit reorganization	2.3	2.8	3.2	8.3	12.9
[ ]	[ ]	6. Additional professional staff members	35.0	11.1	7.8	53 9	13.8
[ ]	[ ]	7. Communication to teachers and principals about unit services and constraints	6.0	8.8	6.9	21.7	25.3
[ ]	[ ]	8. Information about effective school district evaluation practices	7.4	7.4	15.7	30.5	30.9
[ ]	[ ]	9. Increased access to computer time and programs	10.6	21.7	9.7	42.0	22.1
[ ]	[ ]	10. Increased availability of specialized tests (e.g., bilingual, criterion-referenced)	1.8	7.8	9.2	18.8	26.3
[ ]	[ ]	11. Resolution of quasi-experimental design limitations	2.8	1.4	4.1	8.3	19.4
[ ]	[ ]	12. Increased unit autonomy and self-direction	1.8	3.2	5.1	10.1	14.7
[ ]	[ ]	13. Reorganization of evaluation unit within the school district (e.g., reporting relationships)	10.6	6.9	6.5	24.0	9.2
[ ]	[ ]	14. Other (please specify): _____	6.0	2.3	0.5	8.8	2.3
[ ]	[ ]	15. Other (please specify): _____	-	1.4	1.4	2.8	0.5

(continued on following page)

OPINIONNAIRE - continued

3. Below are some descriptions of organizational situations. As head of the evaluation unit, please circle the number which corresponds to your reaction.

		strongly agree	slightly agree	slightly disagree	strongly disagree	strongly agree (1)	slightly agree (2)	slightly disagree (3)	strongly disagree (4)	n	Agree (1+2)	Disagree (3+4)
a.	I receive assignments without the manpower to complete them.	1	2	3	4	23.4%	42.3%	19.4%	14.9%	222	65.7%	34.3%
b.	I feel certain about how much authority I have.	1	2	3	4	49.1	30.4	12.9	7.6	224	79.5	20.5
c.	I work under incompatible policies and guidelines.	1	2	3	4	6.8	18.1	26.7	48.4	221	24.9	75.1
d.	I know that I have divided my time properly.	1	2	3	4	22.4	46.6	27.8	3.1	223	69.0	30.9
e.	I know what my responsibilities are.	1	2	3	4	61.6	29.0	6.7	2.7	224	90.6	9.4
f.	I have to buck a rule or policy in order to carry out an assignment.	1	2	3	4	1.8	20.1	25.9	52.2	224	21.9	78.1
g.	I know exactly what is expected of me.	1	2	3	4	34.8	45.1	16.5	3.6	224	79.9	20.1
h.	I have clear, planned goals and objectives for my job.	1	2	3	4	51.6	37.2	8.5	2.7	223	88.8	11.2
i.	I receive assignments without adequate resources and materials to execute them.	1	2	3	4	18.6	32.6	28.5	20.4	221	51.2	48.9
j.	I have to do things that should be done differently.	1	2	3	4	15.4	39.4	24.4	20.8	221	54.8	45.2
k.	I receive incompatible requests from two or more people.	1	2	3	4	8.1	21.2	32.0	38.7	222	29.3	70.7

REMINDER:

Please enclose the following:

[ ] District organization chart
[ ] Evaluation unit organization chart
[ ] Evaluation unit 1977-78 budget summary
[ ] List of 1976-77 evaluation unit publications
[ ] Copy of a recent complete evaluation report

Please check if appropriate:

[ ] Please send me study findings when completed.
[ ] I am interested in participating further in this study.

APPENDIX B -- IDENTIFICATION OF SURVEY POPULATION

Figure B-1

UNIVERSITY OF CALIFORNIA, LOS ANGELES

BERKELEY • DAVIS • IRVINE • LOS ANGELES • RIVERSIDE • SAN DIEGO • SAN FRANCISCO

SANTA BARBARA • SANTA CRUZ

CENTER FOR THE STUDY OF EVALUATION
UCLA GRADUATE SCHOOL OF EDUCATION
LOS ANGELES, CALIFORNIA 90024

January 16, 1978

Which school districts in the United States have Evaluation Offices? How many of these offices exist? Is their number increasing or decreasing? You can help solve the case of the unidentified Evaluation Offices by filling out and mailing the enclosed postcard.

The Center for the Study of Evaluation (CSE) is the only federally-supported research and development center with sole responsibility for work in evaluation. A very basic resource which both CSE and practitioners in the field need is a national directory of all district Evaluation Offices. There currently is no such list. Thus, we are asking all Superintendents to indicate whether their districts have an Evaluation Unit, and if so, the name of the office and its administrative supervisor.

This national directory of Evaluation Offices will be significant only if it is a complete listing of all offices, so it is critically important that we receive a completed postcard from each Superintendent. Responding school districts will receive a copy of the directory later this year.

Please help us in this work by completing and mailing the attached postcard now. Thank you.

Sincerely,

Eva L. Baker

Eva L. Baker
Director

enclosure

Figure B-2

1. Does this district have an organizational unit formally responsible for evaluation?
   [ ] Yes (go to question 2) [ ] No (go to question 3)
2. If yes, please identify:
   a. the name of the evaluation organizational unit (for example, Office of Research and Evaluation or Program Evaluation Branch):

      _____

   b. the name of the largest office which the evaluation unit is a part of (for example, Office of Research and Evaluation or Management Services):

      _____

   c. the name of the administrative supervisor of "b:"

      _____
3. If no, did the district ever have an organizational unit formally responsible for evaluation?
   [ ] Yes [ ] No

** THANK YOU. PLEASE MAIL THIS CARD NOW. **

Postage Will Be Paid by Addressee

No Postage Stamp Necessary If Mailed in the United States

BUSINESS REPLY MAIL

FIRST CLASS PERMIT NO. 10048 — LOS ANGELES, CALIFORNIA

UNIVERSITY OF CALIFORNIA (EE-23)
CENTER FOR THE STUDY OF EVALUATION
ATTN. DR. CATHERINE LYON
MOORE HALL ROOM 145
405 HILGARD AVE.
LOS ANGELES, CALIFORNIA 90024

APPENDIX C -- SURVEY PACKET

Figure C-1

UNIVERSITY OF CALIFORNIA, LOS ANGELES

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SANTA BARBARA • SANTA CRUZ

CENTER FOR THE STUDY OF EVALUATION
UCLA GRADUATE SCHOOL OF EDUCATION
LOS ANGELES, CALIFORNIA 90024

What is the status of educational evaluation in school districts? You can help answer this question. We are asking you and other heads of evaluation units in school systems to respond to a questionnaire. The project is being done by the Center for the Study of Evaluation (CSE) at UCLA under the auspices of the National Institute of Education. The Center is the only university-based, federally-support agency exclusively committed to exploring and improving evaluation and measurement strategies.

The survey results will provide you and other practitioners with the first national baseline study about school district evaluation activities. Individual school system data will remain confidential; only summary statistics will be reported. The questionnaire should be completed only by the head of the largest central office in the school district which has program evaluation as a primary responsibility.

The survey has been carefully reviewed by practitioners who suggested requesting some typically available documents rather than asking additional questions:

District organization chart
Evaluation unit organization chart
Evaluation unit 1977-78 budget summary
List of 1976-77 evaluation unit publications
A recent complete evaluation report

Please return the completed questionnaire with these materials in the enclosed envelope within two weeks. Your assistance in providing accurate and timely information is vital--and much appreciated. If you are interested in receiving study results or participating further, please indicate at the end of the questionnaire.

If you have any questions about the survey, or whether you are the appropriate respondent, please call 213-825-4711 (collect).

Cordially,

Catherine Dillon Lyon
Project Director
Evaluation and Decisionmaking in
School Districts

CDL:pb

[illegible]

FIGURE C-2

[illegible]

This survey is authorized by 20 USC 1221. While you are not required to respond, your cooperation is needed for comprehensive, accurate, and timely results. Form approved OMB No. 51-S-78007.

EVALUATION ORGANIZATION

1. When was the District's first evaluation unit established?

_____(year)

2. Was the District's first evaluation unit established in direct response to federal/state evaluation requirements?

[ ] Yes
[ ] No

EVALUATION UNIT BUDGET

1. What is your total evaluation unit budget for 1977-78?

$_____

2. For 1977-78, please estimate the percentage of the school district's budget that is allotted to the evaluation unit.

_____%

3. For 1977-78, please estimate the percentage of the evaluation unit operating (non-capital) budget that comes from each of the following sources:

Source	Percent
Local school district	_____%
State government	_____%
Federal government	_____%
Private foundations	_____%
Other (specify):_____	_____%
TOTAL	100%

4. For 1977-78, please estimate the percentage of the annual evaluation unit budget that is spent on each of the following activities:

Expense	Percent
Research	_____%
Development	_____%
Evaluation	_____%
Testing (exclusive of testing for research, development, and evaluation)	_____%
Other (specify): _____	_____%
TOTAL	100%

[1]

BUDGET - continued

5. In 1976-77, approximately what percentage of the total evaluation unit budget was spent on external consultants?

_____%

6. Is the 1977-78 evaluation unit budget adequate to meet federal, state, and local requests for evaluation activities?

[ ] Yes
[ ] No

EVALUATION UNIT PERSONNEL

1. What is the salary range for the position of evaluation unit head?

From $ _____ to $ _____

2. Before becoming head of evaluation, which of the following positions did you hold? (Check all that apply.)

[ ] 1. Principal
[ ] 2. Elementary/secondary teacher
[ ] 3. School counselor
[ ] 4. District evaluation staff
[ ] 5. Central office staff (specify): _____
[ ] 6. Non-school district evaluation staff (e.g., state evaluator, evaluator for private firm)
[ ] 7. University teacher/researcher
[ ] 8. Other (specify): _____

3. What was your major area of academic training? (Check one.)

[ ] 1. Administration
[ ] 2. Psychology
[ ] 3. Curriculum
[ ] 4. Research/statistics/measurement
[ ] 5. Elementary or secondary education
[ ] 6. Evaluation
[ ] 7. Educational psychology
[ ] 8. Other (specify): _____

4. As part of your undergraduate or graduate work did you take any courses in evaluation?

[ ] Yes
[ ] No

5. What is the highest degree of the district's superintendent and of the evaluation unit head?

Superintendent		Evaluation Unit Head
[ ]	1. Doctorate	[ ]
[ ]	2. Master's	[ ]
[ ]	3. Bachelor's	[ ]

[2]

PERSONNEL - continued

6. How many full-time professional staff members are there in your evaluation unit?

_____(number of persons)

7. Are the evaluation unit's personnel resources adequate to meet current demands for evaluation unit activities?

[ ] Yes (Go to next section.)
[ ] No (Go to item 8.)

8. If you replied "no" to item 7, what are the major personnel problems regarding professional staff? Check only those that apply.

[ ] 1. Too few staff
[ ] 2. Too high a rate of staff turnover
[ ] 3. Limited technical abilities of staff
[ ] 4. Limited organizational or interpersonal skills of staff
[ ] 5. Low salaries
[ ] 6. Other (specify): _____

EVALUATION UNIT FUNCTIONS

1. In 1977-78, has the evaluation unit collected information on any of the following subjects? Please check only those that apply, then rank order THREE of the items checked, beginning with "1" for the evaluation activity taking the most time, "2" for the activity taking the next most time, etc.

Check (Activity)	Rank (Time Spent)		
[ ]	[ ]	1.	Student achievement
[ ]	[ ]	2.	Relationship between student socio-economic status and achievement
[ ]	[ ]	3.	Language dominance of students
[ ]	[ ]	4.	Teacher length of service
[ ]	[ ]	5.	Student socio-economic characteristics
[ ]	[ ]	6.	Age of school buildings
[ ]	[ ]	7.	Handicapped students
[ ]	[ ]	8.	Student participation in extra-curricular activities
[ ]	[ ]	9.	Relationship between school/classroom characteristics and student achievement
[ ]	[ ]	10.	Relationship between students' race/ethnic background and achievement progress
[ ]	[ ]	11.	Other (specify): _____
[ ]	[ ]	12.	Other (specify): _____
[ ]		13.	None of the above

[3]

FUNCTIONS - continued

2. Listed below are some possible methods an evaluation unit might use to collect information. Please check only those methods that your office used in 1977-78, then rank order THREE of the methods checked, beginning with "1" for the method taking most time, "2" for the method taking the next most time, etc.

Check (Activity)	Rank (Time Spent)	
[ ]	[ ]	1. Testing
[ ]	[ ]	2. Classroom observation
[ ]	[ ]	3. Survey questionnaires
[ ]	[ ]	4. Interviews
[ ]	[ ]	5. Other (specify): _____
[ ]		6. None of the above

3. Listed below are some possible unit evaluation activities. Please check only those services your office provided in 1977-78. Then rank order THREE of the items checked, beginning with "1" for the evaluation activity taking most time, "2" for the activity taking next most time, etc.

Check (Activity)	Rank (Time Spent)	
[ ]	[ ]	1. Assess the results or worth of instructional programs
[ ]	[ ]	2. Identify/appraise educational goals or objectives
[ ]	[ ]	3. Assist in the selection of instructional programs
[ ]	[ ]	4. Check that implementation conforms to program specification
[ ]	[ ]	5. Modify programs using evaluation results
[ ]	[ ]	6. Approve evaluation sections of program proposals
[ ]	[ ]	7. Determine pupil and/or public satisfactions with school or programs
[ ]	[ ]	8. Compare costs/benefits of alternate instructional programs
[ ]	[ ]	9. Assess student achievement of objectives
[ ]	[ ]	10. Compare the district's achievement test scores with scores outside the district
[ ]	[ ]	11. Other (specify): _____
[ ]		12. None of the above

4. Who evaluates the district's federal, state, and locally funded instructional programs? Check all that apply.

State/federal funded programs		Locally funded programs
[ ]	Evaluation unit	[ ]
[ ]	Other district unit or personnel	[ ]
	specify _____	
[ ]	Non district evaluators	[ ]
[ ]	No state or federally funded programs	

[4]

FUNCTIONS - continued

5. Listed below are some possible evaluation unit development activities. Please check only those services which your office provided in 1977-78. Then rank order THREE of the items checked beginning with "1" for the activity taking most development time, "2" for the activity taking next most time, etc.

Check (Activity)	Rank (Time Spent)		
[ ]	[ ]	1.	Invention of solutions to operating problems
[ ]	[ ]	2.	Development of instructional programs
[ ]	[ ]	3.	Adaptation of instructional programs to meet local needs
[ ]	[ ]	4.	Development of instructional products
[ ]	[ ]	5.	Development of test materials
[ ]	[ ]	6.	Development of evaluation instruments (excluding tests)
[ ]	[ ]	7.	Evaluation unit staff in-service training
[ ]	[ ]	8.	Other (specify): _____
[ ]		9.	None of the above

6. Please estimate the percentage of time the evaluation unit spends on activities for each school level.

	Percent
1. Early Childhood and Elementary....	_____%
2. Intermediate.....	_____%
3. Secondary.....	_____%
TOTAL	100%

7. Listed below are some possible districtwide testing activities. Please check those testing programs administered in this school system.

[ ] 1. Districtwide norm-referenced testing program administered by the evaluation unit
[ ] 2. Districtwide norm-referenced testing program NOT administered by the evaluation unit
[ ] 3. Districtwide criterion-referenced testing program administered by the evaluation unit
[ ] 4. Districtwide criterion-referenced testing program NOT administered by the evaluation unit
[ ] 5. Other (specify test and administrator): _____

[ ] 6. Other (specify test and administrator): _____

[ ] 7. None of the above (skip item 8)

FUNCTIONS - continued

8. If a norm-referenced or criterion-referenced testing program is administered districtwide in this school system, how are the results actually used?

Norm-referenced		Criterion-referenced
[ ]	1. Evaluating teacher skills	[ ]
[ ]	2. Evaluating individual student's achievement for classroom use (e.g., initial student placement, passing students from grade to grade)	[ ]
[ ]	3. Evaluating individual student's achievement for district or state purposes (e.g., minimal competancy establishment)	[ ]
[ ]	4. Evaluating principal	[ ]
[ ]	5. Evaluating school program	[ ]
[ ]	6. Evaluating district program	[ ]
[ ]	7. Making funding decisions	[ ]
[ ]	8. Reporting to parents	[ ]
[ ]	9. Meeting requirements of funding agencies	[ ]
[ ]	10. Other (specify): _____	[ ]
[ ]	11. None of the above	[ ]

EVALUATION UNIT RELATIONSHIPS

1. For 1977-78, please estimate the percentage of time the evaluation unit spends providing services directly to the following groups:

1.	Superintendents and board members	_____ %
2.	Parents or local citizen groups	_____ %
3.	Teachers or principals	_____ %
4.	Federal agencies	_____ %
5.	State agencies	_____ %
6.	Central office staff	_____ %
7.	Other (specify): _____	_____ %
	TOTAL	100%

2. Does the evaluation unit take part in any of the following activities? Check only those that apply.

[ ] 1. Allocation of district funds
[ ] 2. Selection of curriculum/program materials
[ ] 3. Review of teacher performance
[ ] 4. Facilities planning (e.g., space allocations)
[ ] 5. Collective bargaining
[ ] 6. Non-evaluation unit staff in-service training
[ ] 7. Other (specify):

_____

RELATIONSHIPS - continued

3. Are data generated by the evaluation unit used by school district participants? Circle "1" if the participants rarely use data; "2" if they sometimes use it; and "3" if they consistently use it.

	Rarely	Sometimes	Consistently
Superintendent	1	2	3
Principals	1	2	3
Board members	1	2	3
Parents or local citizen groups	1	2	3
Teachers	1	2	3
Central office staff. . .	1	2	3
Federal agencies.	1	2	3
State agencies	1	2	3
Program Director.	1	2	3
Other(specify): _____	1	2	3
Other (specify): _____	1	2	3

SCHOOL DISTRICT CHARACTERISTICS

1. What is the approximate percentage of students in each of the following ethnic groups?

Black, not of Hispanic Origin....	_____%
American Indian or Alaskan native	_____%
Asian or Pacific Islander.....	_____%
Hispanic.....	_____%
White, not of Hispanic origin....	_____%
TOTAL	100%

2. In 1977-78, what is your school district's total assessed valuation per pupil?

$ _____

3. In 1977-78, what percentage of your student enrollment is eligible for free lunch services?

_____%

4. On the basis of recently available nationally-normed standardized achievement test data, please estimate the percentage of elementary school students in each of the following categories in reading. Check here ( ) if no district elementary schools and go on to item 5.

Top Quartile (76th to 100th percentile).....	_____%
Third Quartile (51st to 75th percentile)....	_____%
Second Quartile (26th to 50th percentile)...	_____%
Bottom Quartile (1st to 25th percentile)....	_____%
	100%

CHARACTERISTICS - continued

5. During the 1977-78 school year, have any of the following activities been in continuing operation in your school district? Check only those that apply.

[ ] Management information system (MIS)
[ ] Program budgeting (PPBS)
[ ] Policy analysis
[ ] Computer data processing
[ ] Program Evaluation and Review Technique (PERT)
[ ] Zero-based budgeting (ZBB)
[ ] Management by objectives (MBO)
[ ] Other (specify): _____

6. To what extent are there written school board policies in the following areas? Check column (1) if little or no policy, column (2) if there are general guidelines only, or column (3) if there is a detailed policy.

	Little/No Policy	General Guidelines	Detailed Policy
	(1)	(2)	(3)
Student conduct in classrooms	[ ]	[ ]	[ ]
Introduction of instructional innovations	[ ]	[ ]	[ ]
Type of curricular materials to be used	[ ]	[ ]	[ ]
Student conduct on school grounds	[ ]	[ ]	[ ]
Instructional methods teachers use	[ ]	[ ]	[ ]
Criteria used in evaluating student learning	[ ]	[ ]	[ ]

7. What is the school system's total operating budget for 1977-78?

$ _____

OPINIONNAIRE

1. Based on your experiences, what advice would you give to a school district interested in starting a new evaluation unit?

(1) _____

_____

(2) _____

_____

(3) _____

_____

[8]

OPINIONNAIRE - continued

2. What do you think would increase the effectiveness of this evaluation unit? Check only those that apply. Then rank order the THREE most critical, beginning with "1" for the most critical, "2" for the next most critical, etc.

Check	Rank		
[ ]	[ ]	1.	Training materials for evaluation unit staff development
[ ]	[ ]	2.	Communication to the superintendent and school board
[ ]	[ ]	3.	Information about staff skills required for evaluation units
[ ]	[ ]	4.	Evaluation instruments for assessing unit and staff
[ ]	[ ]	5.	Internal evaluation unit reorganization
[ ]	[ ]	6.	Additional professional staff members
[ ]	[ ]	7.	Communication to teachers and principals about unit services and constraints
[ ]	[ ]	8.	Information about effective school district evaluation practices
[ ]	[ ]	9.	Increased access to computer time and programs
[ ]	[ ]	10.	Increased availability of specialized tests (e.g., bilingual, criterion-referenced)
[ ]	[ ]	11.	Resolution of quasi-experimental design limitations
[ ]	[ ]	12.	Increased unit autonomy and self-direction
[ ]	[ ]	13.	Reorganization of evaluation unit within the school district (e.g., reporting relationships)
[ ]	[ ]	14.	Other (please specify): _____
[ ]	[ ]	15.	Other (please specify): _____

(continued on following page)

OPINIONNAIRE - continued

3. Below are some descriptions of organizational situations. As head of the evaluation unit, please circle the number which corresponds to your reaction.

	strongly agree	slightly agree	slightly disagree	strongly disagree
a. I receive assignments without the manpower to complete them.	1	2	3	4
b. I feel certain about how much authority I have.	1	2	3	4
c. I work under incompatible policies and guidelines.	1	2	3	4
d. I know that I have divided my time properly.	1	2	3	4
e. I know what my responsibilities are.	1	2	3	4
f. I have to buck a rule or policy in order to carry out an assignment.	1	2	3	4
g. I know exactly what is expected of me.	1	2	3	4
h. I have clear, planned goals and objectives for my job.	1	2	3	4
i. I receive assignments without adequate resources and materials to execute them.	1	2	3	4
j. I have to do things that should be done differently.	1	2	3	4
k. I receive incompatible requests from two or more people.	1	2	3	4

REMINDER:

Please enclose the following:

[ ] District organization chart
[ ] Evaluation unit organization chart
[ ] Evaluation unit 1977-78 budget summary
[ ] List of 1976-77 evaluation unit publications
[ ] Copy of a recent complete evaluation report

Please check if appropriate:

[ ] Please send me study findings when completed.
[ ] I am interested in participating further in this study.

[]0]

APPENDIX D -- NON-RESPONDENT TABLES

Table D-1

YEAR EVALUATION OFFICE ESTABLISHED

	Mean	Standard Deviation	Median	n
Respondents	1968	10.9	1971	218
Non-Respondents	1966	12.2	1969	15

t = .842

Table D-2

EVALUATION OFFICE BUDGET
(in thousands)

	Mean	Standard Deviation	Median	n
Respondents	$ 232.2	468.1	88.8	213
Non-Respondents	$ 119.4	136.6	75.0	15

t = .929

Table D-3

EVALUATION OFFICE BUDGET SOURCES

Source	Respondents	Non-Respondents	Row Total
All Local	70 [a]	7	77
	90.9	9.1	33.5
	32.6	46.7	
	30.4	3.0	
Some Federal/State (1-50%)	84	5	89
	94.4	5.6	38.7
	39.0	33.3	
	36.5	2.2	
Mainly Federal/ State (More than 50%)	61	3	64
	95.3	4.7	27.8
	28.4	20.0	
	26.5	1.3	
Column Total	215	15	230
	93.5	6.5	100.0

$\chi^2 = 1.30023$

[a] Count
Row Percent
Column Percent
Total Percent

Table D-4

EVALUATION OFFICE BUDGETS TO ACTIVITY

Budget Allocation	Respondents	Non-Respondents	Row Total
Mostly Research (more than 50%)	5[a] 100.0 2.3 2.2	0 0.0 0.0 0.0	5 2.2
Mostly Development (more than 50%)	8 88.9 3.7 3.4	1 11.1 6.7 0.4	9 3.9
Mostly Evaluation (more than 50%)	67 98.5 30.9 28.9	1 1.5 6.7 0.4	68 29.3
Mostly Testing (more than 50%)	38 82.6 17.5 16.4	8 17.4 53.3 3.4	46 19.8
Mostly Other (more than 50%)	6 100.0 2.8 2.6	0 0.0 0.0 0.0	6 2.6
Mixture including Evaluation	93 94.9 42.9 40.1	5 5.1 33.3 2.2	98 42.2
Column Total	217 93.5	15 6.5	232 100.0

$\chi^2 = 13.26824$

[a] Count
Row Percent
Column Percent
Total Percent

Table D-5

PERCENT OF EVALUATION OFFICE BUDGET TO CONSULTANTS

	Mean	Standard Deviation	Median	n
Respondents	3.3%	8.3	0.00	211
Non-Respondents	5.5	16.1	0.13	15

t = .135

Table D-6

NUMBER OF EVALUATION OFFICE PROFESSIONAL STAFF

	Mean	Standard Deviation	Median	n
Respondents	5.4	10.6	1.9	226
Non-Respondents	5.5	6.2	3.0	15

t = .032

Table D-7

ADEQUACY OF PERSONNEL RESOURCES

Are personnel resources adequate?	Respondents	Non-Respondents	Row Total
Yes	72[a]	6	78
	92.3	7.7	32.8
	31.9	50.0	
	30.3	2.5	
No	154	6	160
	96.3	3.8	67.2
	68.1	50.0	
	64.7	2.5	
Column Total	226	12	238
	95.0	5.0	100.0

$\chi^2 = 0.97834$

[a] Count
Row Percent
Column Percent
Total Percent

Table D-8

USE OF EVALUATION PRODUCTS BY TEACHERS

How do teachers use evaluation office products?	Respondents	Non-Respondents	Row Total
Rarely	15 [a]	0	15
	100.0	0.0	6.4
	6.8	0.0	
	6.4	0.0	
Sometimes	136	5	141
	96.5	3.5	59.7
	61.3	35.7	
	57.6	2.1	
Consistently	71	9	80
	88.8	11.3	33.9
	32.0	64.3	
	30.1	3.8	
Column Total	222	14	236
	94.1	5.9	100.0

$\chi^2 = 6.43867$

[a] Count
Row Percent
Column Percent
Total Percent

Table D-9

USE OF EVALUATION PRODUCTS BY SUPERINTENDENT

How often do superintendents use evaluation office products?	Respondents	Non-Respondents	Row Total
Rarely	11[a]	1	12
	91.7	8.3	5.0
	4.9	6.7	
	4.6	0.4	
Sometimes	82	3	85
	96.5	3.5	35.3
	36.3	20.0	
	34.0	1.2	
Consistently	133	11	144
	92.4	7.6	59.8
	58.8	73.3	
	55.2	4.6	
Column Total	226	15	241
	93.8	6.2	100.0

$\chi^2 = 1.64277$

[a]Count
Row Percent
Column Percent
Total Percent

Table D-10

ORGANIZATIONAL REPORTING RELATIONSHIPS

Distance from Superintendent	Respondents	Non-Respondents	Row Total
Direct Reporting	65[a]	5	70
	92.9	7.1	36.3
	36.5	33.3	
	33.7	2.6	
One Intermediary	78	10	88
	88.6	11.4	45.6
	43.8	66.7	
	40.4	5.2	
Two or More Intermediaries	35	0	35
	100.0	0.0	18.1
	19.7	0.0	
	18.1	0.0	
Column Total	178	15	193
	92.2	7.8	100.0

$\chi^2 = 4.57177$

[a] Count
Row Percent
Column Percent
Total Percent

Table D-11

ORGANIZATIONAL LOCATION OF EVALUATION OFFICES

Location	Respondents	Non-Respondents	Row Total
Instruction/ Curriculum	65 [a] 89.0 38.7 35.5	8 11.0 53.3 4.4	73 39.9
Support Services	18 94.7 10.7 9.8	1 5.3 6.7 0.5	19 10.4
Administration	32 94.1 19.0 17.5	2 5.9 13.3 1.1	34 18.6
Neutral (reports directly to superintendent)	53 93.0 31.5 29.0	4 7.0 26.7 2.2	57 31.1
Column Total	168 91.8	15 8.2	183 100.0

$\chi^2 = 1.30480$

[a] Count
Row Percent
Column Percent
Total Percent

APPENDIX E -- RELIABILITY TABLES

Table E-1

ADEQUACY OF EVALUATION
OFFICE PERSONNEL RESOURCES

I receive assignments without the manpower to complete them.[1]	Are the evaluation unit's personnel resources adequate to meet current demands for demands for evaluation unit activities?[2] Yes	No	Row Total
Agree	26[a]	120	146
	17.8	82.2	66.1
	37.1	79.5	
	11.8	54.3	
Disagree	44	31	75
	58.7	41.3	33.9
	62.9	20.5	
	19.9	14.0	
Column Total	70	151	221
	31.7	68.3	100.0

$\chi^2 = 36.35571$*

[a]Count
Row Percent
Column Percent
Total Percent

*Significant at $\alpha = .01$

[1] Survey item: Opinionnaire 3a

[2] Survey item: Evaluation Unit Personnel 7

Table E-2

SELECTION OF PROGRAM MATERIALS

Assist in selection of instructional programs[1]	Take part in selection of curriculum/ program materials[2] No	Yes	Row Total
No	95[a]	28	123
	77.2	22.8	54.2
	72.5	29.2	
	41.9	12.3	
Yes	36	68	104
	34.6	65.4	45.8
	27.5	70.8	
	15.9	30.0	
Column Total	131	96	227
	57.7	42.3	100.0

$\chi^2 = 40.21451$*

[a]Count
Row Percent
Column Percent
Total Percent

*Significant at $\alpha = .01$

[1] Survey item: Evaluation Unit Functions 3-3

[2] Survey item: Evaluation Unit Relationship 2-2

Table E-3

ADEQUACY OF EVALUATION OFFICE RESOURCES

I receive assignments without adequate resources and materials to execute them.[1]	Is the 1977-78 evaluation unit budget adequate to meet federal, state, and local requests for evaluation activities?[2] Yes	No	Row Total
Agree	36[a]	72	108
	33.3	66.7	50.9
	33.3	69.2	
	17.0	34.0	
Disagree	72	32	104
	69.2	30.8	49.1
	66.7	30.8	
	34.0	15.1	
Column Total	108	104	212
	50.9	49.1	100.0

$\chi^2 = 25.90132$*

[a]Count
Row Percent
Column Percent
Total Percent

*Significant at $\alpha = .01$

[1] Survey item: Opinionnaire 3i

[2] Survey item: Evaluation Unit Budget 6

Table E-4

EVALUATION OFFICE MODIFICATION
OF INSTRUCTIONAL PROGRAMS

Modify programs using evaluation results[1]	Adapt instructional programs to meet local needs[2] No	Yes	Row Total
No	69[a]	10	79
	87.3	12.7	35.6
	44.2	15.2	
	31.1	4.5	
Yes	87	56	143
	60.8	39.2	64.4
	55.8	84.8	
	39.2	25.2	
Column Total	156	66	222
	70.3	29.7	100.0

$\chi^2 = 15.86391$*

[a] Count
Row Percent
Column Percent
Total Percent

[1] Survey item: Evaluation Unit Functions 3-5

[2] Survey item: Evaluation Unit Functions 5-3

* Significant at $\alpha = .01$

APPENDIX F -- EVALUATION REPORT RESULTS

RESULTS

District evaluation reports varied widely in the numbers and kinds of evaluation report characteristics they exhibited. Table 1 shows the percent of reports in the sample which had each of the thirteen evaluation report characteristics of interest to this study, and ranks the evaluation characteristics according to their frequency of appearance across the district reports. Slightly more than one-third (38%) of the reports described the objectives of the program under study, while fewer than one-fifth (17%) described the program's implementation. The purposes of the evaluation were described by over half (53%); audiences for the evaluation information were identified in 35% of the reports. Most of the reports identified program and evaluation and evaluation participants (70%) and data collection sources (92%). The data collection sources were rated comprehensive enough to answer the evaluation questions in only 46% of the of the reports, while only 10% described the reliability and validity of the data source. Most reports described data analysis procedures (81%) and evaluation results (97%), and 52% drew conclusions or recommendations from the results. The congruence of conclusions with information provided, however, was evident in only 28% of the reports. The written presentation of what was done in the evaluation was rated as clear in 65% of the reports.

The most frequently exhibited characteristics were description of evaluation reports, identification of data collection sources, and description of data analysis procedures. The characteristics least frequently present were description or evidence of the form of implementation of the program under study, and description of the reliability and validity of the data collection sources.

TABLE 1: CHARACTERISTICS OF DISTRICT EVALUATION REPORTS
Percent of reports (n=116) with each characteristic*

		YES	NO/ CAN'T TELL	RANK ORDER
1.	The program or product or other object under study in the evaluation is described so that its objectives are clear.	38%	62%	9
2.	The program or product or other object under study in the evaluation is described so that the form of its actual implementation is clear.	17%	83%	12
3.	The purposes of the evaluation are described; purposes may be stated in terms of the evaluation questions or objectives.	53%	47%	6
4.	Audience(s) for the evaluation information are identified.	35%	66%	10
5.	Participants in the educational program and the evaluation study, and how they were selected for participation, are described.	70%	30%	4
6.	Data collection sources, such as tests, records, or observation forms, are identified.	92%	8%	2
7.	The data collection sources are comprehensive enough to answer the evaluation questions.	46%	54%	8
8.	The reliability of the data collection sources, and the validity of the data collection sources for the purposes intended is described.	10%	90%	13
9.	Data analysis procedures are described or are evident (as in detailed tables).	81%	19%	3
10.	Evaluation results are described or presented.	97%	3%	1
11.	Conclusions or recommendations are drawn from the results.	52%	48%	7
12.	The congruence of the conclusions with the information provided is described or evident.	28%	72%	11
13.	The written presentation of whatever was done in the evaluation is clear (even if standards above were not met).	65%	35%	5

* [Percentages may not add up to 100% because of rounding errors.]

As seen in Figure I, the distribution of reports across the sample exhibiting different total numbers of the thirteen evaluation characteristics closely approximates the normal curve. Total numbers of characteristics present vary from two to thirteen, with most district evaluation reports containing between five and nine of the thirteen characteristics. The mean number of characteristics present in a report is 6.8 (SD=2.55). Twenty-two reports were more than one standard deviation below the mean and contained only two, three, or four of the evaluation characteristics of interest. Twenty reports were more than one standard deviation above the mean and contained ten, eleven, twelve, or thirteen characteristics.

Table 2 shows the proportion of total number of reports in each tail of the distribution (more than one standard deviation above or below the mean) by four categories of district enrollment. Half of the reports from districts with students enrollments under 10,000 were in the lower part of the distribution (two, three, or four characteristics present) while 17% were in the upper (ten, eleven, twelve, or thirteen characteristics present). In districts with student enrollments between 10,000 and 24,999, 13% were in the lower tail, while 15% were in the upper. Twenty-six percent of the reports from districts with enrollments between 25,000 and 44,999 were in the lower end of the distribution, and 13% were in the higher end. Districts with enrollments above 45,000 had 12% of their reports in the lower end of the distribution and 24% in the upper.

In addition to examining the district evaluation reports for the presence of the thirteen characteristics, reports were also examined in terms of their description of the object under study in the evaluation reports and the kinds of data collection sources named. Table 3 shows that

FIGURE I

Total number of characteristics present
in district evaluation reports

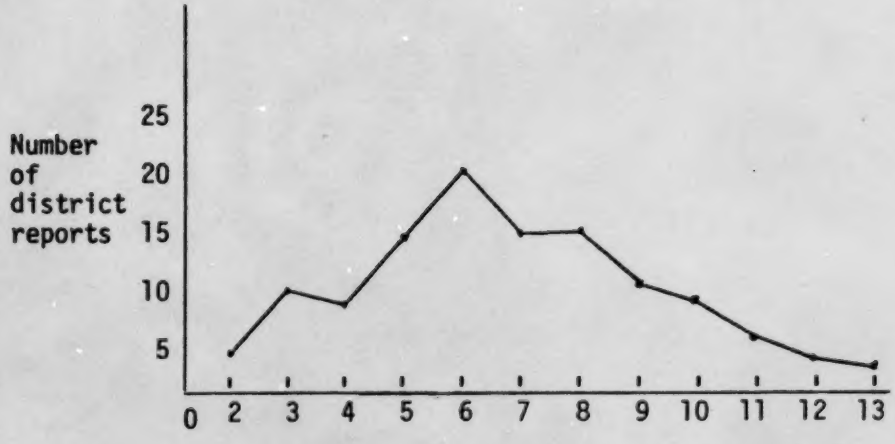

TABLE 2
Proportion of total number of reports in four size categories with high and low totals of characteristics.

District student enrollment	Low totals (2, 3, or 4 characteristics total)		High totals (10, 11, 12, or 13 characteristics total	
Under 10,000	6/12	(50%)	2/12	(17%)
10,000 - 24,999	6/47	(13%)	7/47	(15%)
25,000 - 44,999	6/23	(26%)	3/23	(13%)
Over 45,000	4/34	(12%)	8/34	(24%)

TABLE 3

Further information about the OBJECT under study in the evaluation reports

	% of reports
The object is a specifically named and described program, curricular area, or product.	62%
The object is not specifically named and described; the report consists of test scores presented without reference to a particular program or curricular area with goals and activities associated with it.	28%
The object is not specifically named and described; the report consists of results other than test scores presented without reference to a particular program or curricular area with goals and activities associated with it.	10%

the object under study in the evaluation was specifically named and described in 62% of the reports. This information broadens the content in which the findings about the object under study, as evidenced by presence of the evaluation characteristics, showed be viewed. That is, while only 38% of the reports described the objectives of the object under study, and only 17% described the form of the implementation of the object, 62% did name and describe the object in some manner, while 38% of the reports did not. Twenty-eight percent of the reports presented test scores without reference to a specifically named and described object, and 10% of the reports presented results other than test scores without reference to a specifically named and described object. An example of a report consisting of test scores without reference to a described program would be one in which the district students' achievement test scores in mathematics were presented without any information about the district's mathematics program(s) or instructional approaches to the teaching of mathematics. An example of a report consisting of results other than test scores without a specifically named and described object would be one in which the survey results from a polling a recent high school graduates were presented without reference to a particular district program or instructional approach.

The specific kinds of data collection sources named in the reports are presented in Table 4. More than one source could be named in each report. Eighty-four percent of the reports named testing as a source, while questionnaires were cited by 43%, existing records by 27%, observation forms by 22%, and interviews by 16%. Of the 84% which referred to testing, 33% reported testing as the only source of data for the evaluation, 10% used a combination of testing and questionnaires, and 7% used a combination of testing and existing records. Additional combinations of tests

TABLE 4
Further information about DATA COLLECTION SOURCES
named in the evaluation reports

Kind of data collection source	% of reports naming the source*
Testing	84%
Questionnaires, rating scales	43%
Existing records	27%
Observation forms, checklists	22%
Interviews	16%
Other	6%

* more than one source can be named

and other sources, each of which accounts for 5% or less of the total, constitute the remainder of the group of reports which name tests as a data collection source. Of the 43% which reported questionnaires as a data source, 9% utilized questionnaires alone. The remainder of the reports utilizing questionnaires used them in combination with other sources, one of which was always testing. With three exceptions, none of the other sources of data were used alone; all were used in combination with other sources, one of which was usually testing. The three exceptions were rated in a miscellaneous category; all three involved the collection of information from writing samples.

The total number of data collection sources named in reports is displayed in Figure II. Most reports cited one source of data, some used two and three sources, and very few used more than three.

Table 5 shows the relationship between the number of evaluation report characteristics present in a report and the amount of data sources named in the report. Generally, reports with a high number of evaluation characteristics (ten or above) tended to cite more than one source of data; e.g., 90% of these reports listed more than one data source. On the other hand, reports exhibiting a low number of evaluation characteristics (four or less) tended to cite one source of data; e.g., of the total number of reports in this category, 64% cited one data source, 18% listed two, and the remaining 18% mentioned three. None of the reports in this category had more than three sources of data.

From these findings, a modal district evaluation report can be inferred. First, the characteristics of evaluation reports might be classified as technical or procedural on the one hand and contextual or enriching on the other. For example, such characteristics as evaluation purpose, the participants, data sources, data analysis, results, conclusions, and written

FIGURE II

Total number of sources named in the evaluation reports

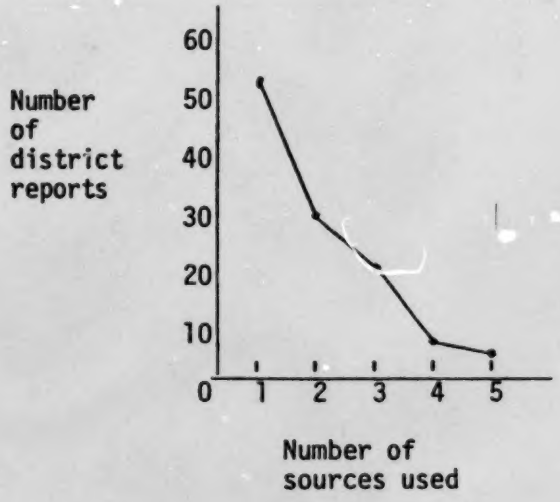

TABLE 5

Proportion of total number of reports with high and low totals of characteristics naming the use of different numbers of data collection sources.

Number of Sources	Low Totals (2, 3, or 4 characteristics total)	High Totals (10, 11, 12, or 13 characteristics total)
1	14/22 (64%)	2/20 (10%)
2	4/22 (18%)	6/20 (30%)
3	4/22 (18%)	6/20 (30%)
4	0 --	3/20 (15%)
5	0 --	3/20 (15%)

narrative might be viewed as technical or procedural considerations. Such characteristics as the audiences of the report, the precise objectives of the phenomenon being studied, the manner of implementation, comprehensiveness of the data, their validity and reliability, and congruence between conclusions and information collected might be viewed as the contextual or enriching characteristics. From the data gathered in this study, it appears that the modal report is likely to pay more attention to the technical/procedural characteristics than to the contextual or enriching characteristics.

While the modal report is likely to rely heavily upon testing as a data source, test information is likely to be used in combination with other sources of data. The more a report moves in the direction of high presence of the thirteen characteristics of interest, the greater the likelihood that it will cite more than one source of data.

However, while a modal report might be inferred from the reports that were analyzed, it is not possible to ascertain the degree to which these reports are illustrative of all reports that a district might generate, nor whether a single report represents a district's better, median, or poorer work. That is, it is still to be determined whether districts, when asked to submit a report to an external agency for analysis, would take the time and effort to search for and submit a report that they consider to represent their best work or, given the press of time, would submit their most readily available work, perhaps a recent study, independent of considerations of quality or representativeness.*

* Further analysis will consider this issue by applying the set of standards to four additional reports from a sample of evaluation offices.

DIRECTORY

HEADS OF SCHOOL DISTRICT EVALUATION OFFICES

January 1979

Evaluation and School Districts Project
Catherine Dillon Lyon, Director

TM 820083 (2 of 2)

Evaluation Technologies Program
Center for the Study of Evaluation
UCLA Graduate School of Education
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CONTENTS

	page	number of districts
Alabama	1	4
Alaska	2	1
Arizona	3	5
Arkansas	4	1
California	5	72
Colorado	11	12
Connecticut	12	7
Delaware	13	3
District of Columbia	14	1
Florida	15	18
Georgia	17	8
Hawaii	18	1
Illinois	19	14
Indiana	21	4
Iowa	22	3
Kansas	23	3
Kentucky	24	2
Louisiana	25	9
Maine	26	1
Maryland	27	10
Massachusetts	28	9
Michigan	29	24
Minnesota	31	12
Mississippi	32	1
Missouri	33	7
Nebraska	34	4
Nevada	35	1
New Jersey	36	12
New Mexico	37	2
New York	38	25
North Carolina	40	5
Ohio	41	15
Oklahoma	43	4
Oregon	44	9
Pennsylvania	45	8
Rhode Island	46	2
South Carolina	47	5
South Dakota	48	2
Tennessee	49	4
Texas	50	23
Utah	52	3
Virginia	53	10
Washington	54	12
West Virginia	55	1
Wisconsin	56	8
	TOTAL	377

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